91-00459 Core Area West End Policy Review : proposed (Calgary, Alta.)

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CORE AREA
WEST END POLICY REVIEW

PROPOSED

THE CITY OF CALGARY
PLANNING & BUILDING DEPARTMENT

April, 1987

CORE AREA
WEST END POLICY REVIEW

Planning & Building Department
City of Calgary

April, 1987

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EXECUTIVE SUMMARY

On 1984 October 10, City Council instructed the Planning and Building Department to undertake a special study of the area west of 9th Street West, from 10th Avenue South to the Bow River, and amended the Core Area Policy Brief to place the West End area "Under Policy Review". The reason for this study was to review the land use policies of the "Policy Brief" relating to the West End area, and to develop various other land use alternatives for consideration.

The report evaluates five land use options, recommends a preferred land use option, and outlines an implementation strategy to guide future development in the West End.

In summary, the following recommendations are made in the Report:

1. That Land Use Option 4(A) be adopted as follows:

    a. the transitional area adjacent to 9th Street West (AREA C) allows commercial and institutional development up to a maximum density of 7.0 F.A.R. and residential development without a specific density limit;

    b. the remaining area between 9th and 11th Streets West (AREA B) allows commercial or institutional development of up to 3.0 F.A.R. and high density residential development without a specific limit guided by various requirements related to each unit's access to natural light, amenities and parking, as well as in response to environmental guidelines along the Riverbank and market forces.

    c. the public Riverbank and Mewata lands (AREA A) would remain in the PE Public Park, School and Recreation, and PS Public Service Districts;

    d. the area along the C.P.R. tracks (AREA D) would be incorporated in the C.P.R. Special Study area boundaries and be dealt with as a part of that process;

    e. the DC (Direct Control) District sites, which are governed by site-specific development guidelines pertaining to projects which Council approved, would not be changed by the City as a result of this Study. In order to implement Council's approved policies, Land Use Amendment Applications initiated by owners to change these DC sites would be evaluated on an individual basis, in the light of the policies contained in the Report.

2. That this Option be adopted since it meets overall City and Downtown planning objectives to strengthen Downtown by promoting a larger population base and supplying more housing opportunities, which:

    - puts more people in close proximity to the diverse range of Downtown employment opportunities in a very strong and complementary relationship;

- uses efficiently the existing transportation and other service systems, reducing any demand for roadway or other improvements;

- satisfies the continuing and likely future demand for such housing thereby reinforcing and benefiting the existing housing commitment in the western part of Downtown;

- takes advantage of the positive geographic features of the West End as a Downtown "gateway" in proximity to the Bow Riverbank and the Mewata public lands;

- supports the diverse range of retail, service, entertainment, cultural and recreational facilities existing Downtown;

- while still having the flexibility to allow some commercial and institutional development at varying density levels to complement the central core and the neighbourhood.

In achieving these objectives, the "Calgary Plan" and the City's long-term growth management strategy will be implemented in the West End. Also, the land use policies create a greater degree of certainty for development expectations in the West End, which should facilitate development.

3. That land use districts be formulated for Areas B and C which incorporate the recommended use and density policies as well as addressing the various environmental factors related to the area and incorporating qualitative and quantitative performance guidelines suitable to this location.

4. That the Core Area Policy Brief be amended as outlined in the Appendix of this Report.

5. That the Downtown Handbook of Public Improvements be reviewed and updated in accordance with the policy recommendations for the area.

PART I - INTRODUCTION

1.1. STUDY MANDATE

City Council, in reviewing the necessary amendments to the land use By-law districts for the Downtown on 1984 October 10, directed:

> "...the Planning and Building Department to undertake the review of the Core Area Policy Brief as it relates to the areas west of 9th Street S.W. and bring back through the Calgary Planning Commission to Council policies for that area. One alternative must be the current policy."

1.2. STUDY AREA

The boundaries of the West End Study Area are 9th Street West on the east, 14th Street West on the west, the Bow River on the north and 10th Avenue South on the south. (Map 1)

1.3. PROCESS

The Planning and Building Department commenced the West End study in 1985, and:

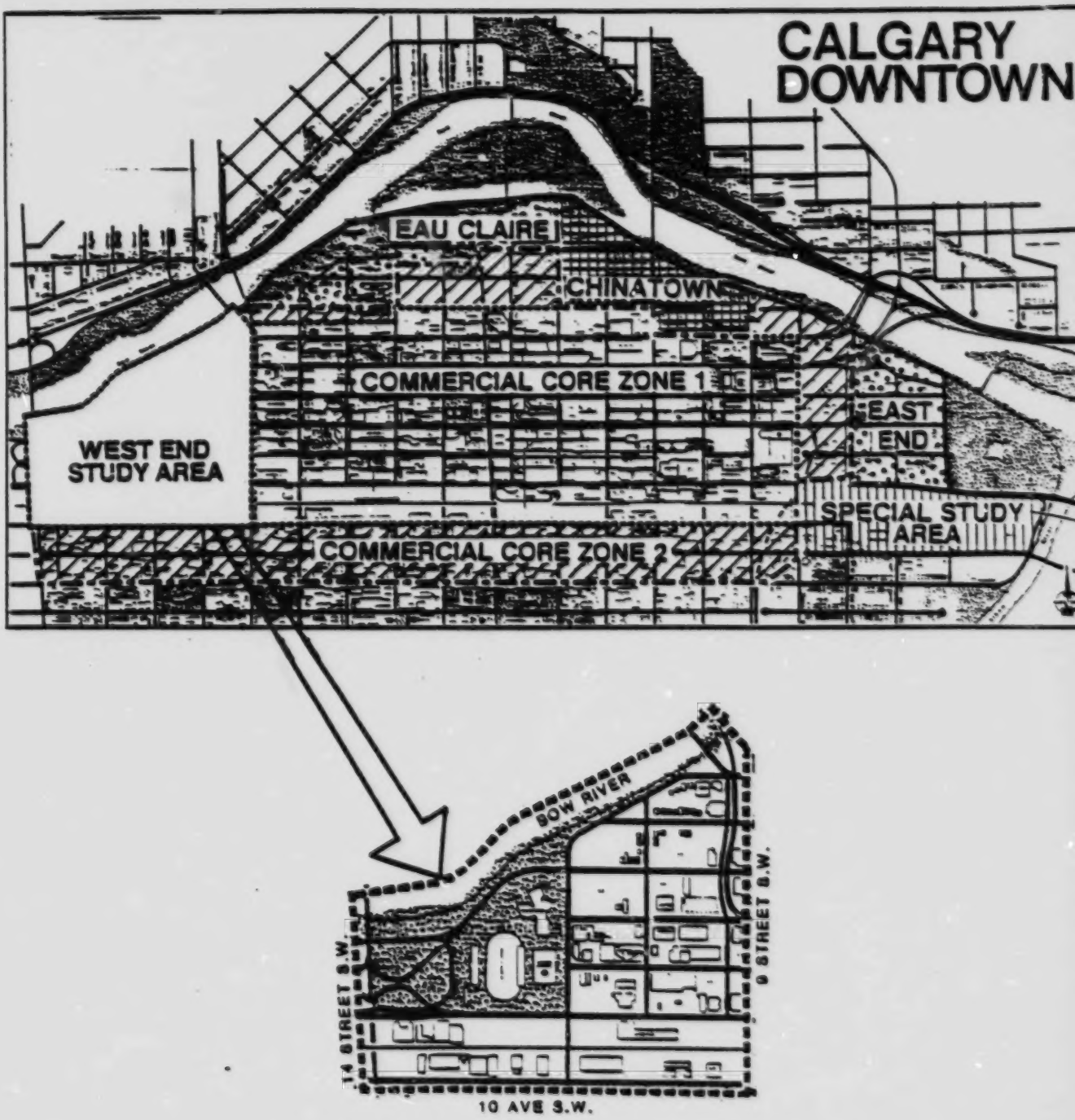
- reviewed the pertinent policies of the Core Area in light of the Calgary General Municipal Plan (1979) policies, the Downtown Plan (1979) goals and objectives, the prevailing conditions and the current Long-Term Growth Management Strategy (1986);
- generated five alternative land use options, and discussed these at a two-day open house in November, 1985 with the residents, merchants, landowners and other individuals interested in the future development of the West End area;
- met with individual and groups of owners to discuss their concerns;
- conducted an extensive literature search and a survey to investigate the downtown planning policies and development patterns in 29 North American cities. (1)

The main purpose of the research was to gather data about the housing policies and development trends in these downtowns, in an effort to provide a comparative data base for Downtown Calgary. This information was conveyed to interested property owners for the purpose of furthering the ongoing discussions of the preferred options.

The "Core Area: West End Policy Review" report presents a summary of the analysis, develops a set of objectives for the West End, tests five land use alternatives against these objectives, and recommends a preferred land use policy option to guide future development in the West End.

1. "Downtowns in Other Cities in Canada & U.S.A. - Facts & Figures (Survey Findings on Downtown Housing)", the City of Calgary, Planning & Building Department, August, 1986.

MAP 1. STUDY AREA



PART II - CONTEXT

2.1. POLICY

In 1979, City Council adopted the Calgary General Municipal Plan (Calgary Plan), which as the the overall statutory plan for the City, incorporates general objectives and policy directions for the Downtown. The balanced growth strategy of the Plan includes the following policies:

- Increased efficiency of land use in the inner city and Downtown, e.g. increased use of vacant and under-used land, infill and selective redevelopment.
- Increased population density in the inner city and Downtown.
- Increased residential densities adjacent to major employment centres and main transit routes.
- Decentralization of as much new employment as possible along transit corridors to reduce traffic congestion in the Downtown and inner city; and
- Encouragement of a better distribution of traffic flow throughout the transportation system by redistribution of major traffic generators.

The policies of the "Calgary Plan" were recently reviewed in view of the changing economic conditions and city growth patterns. The Long-Term Growth Management Strategy approved by City Council on 1986 July 22, includes a set of sixteen policies, and provides the most current framework for managing the city's growth in the foreseeable future.

The new growth strategy, to a large extent, reinforces the Downtown policies of the "Calgary Plan" quoted above, and re-establishes as one of the over-riding goals "To enhance the Downtown's role as a major employment, housing, shopping and cultural focal point of the City".

These policies are aimed at reducing the problems and inefficiencies in the inner city and Downtown by:

- emphasizing public transit to minimize major capital expenditures for roadway improvements and environmental disruptions to inner city and Downtown areas;
- ensuring that the proportion of persons using public transit is increased relative to the private car, particularly for the journey to work;
- increasing residential densities in various areas of the Downtown to:

  - increase opportunities for new core employees to live near their jobs;

  - ensure a more substantial residential presence within the core employment and commercial area; and

  - promote maximum use of existing Downtown services and facilities.

These policy directions played a major role in developing the Downtown Plan, adopted by City Council on 1979 February 5. The Plan established a series of goals, objectives and general policies for the Downtown including creation of a more substantial, stable and diverse population base in Downtown, reflecting a range of lifestyles and demographic characteristics.

Subsequently on 1982 October 29, City Council approved the Core Area Policy Brief, and the Downtown Handbook of Public Improvements, as amended.

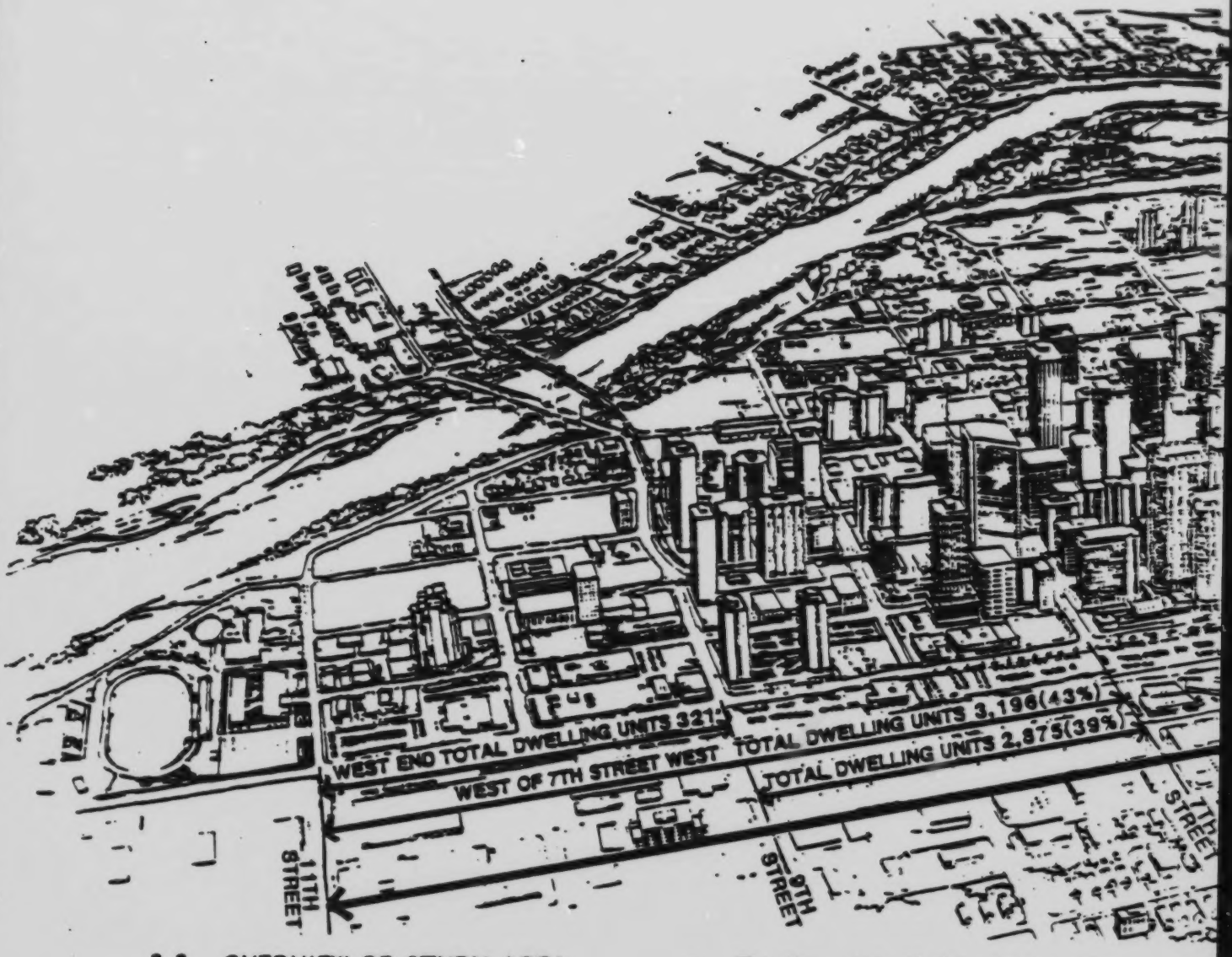
The "Policy Brief" sets forth a detailed policy framework to guide future land use and development form, outlines specific policies for the Commercial Core Zones 1 and 2, the Residential areas of Eau Claire and the East Village, Chinatown, other special areas throughout Downtown, and states the following for public open space:

- "Open space is both an amenity and a necessity within the Downtown. Private development abutting the Riverbank must ensure both access and sunlight penetration, thereby protecting the public image and quality of the Riverbank environment."

- "Greater use of existing public facilities (the Centennial Planetarium, Mewata Stadium and the Mewata Armouries) should be encouraged by accommodating community and City-wide recreational, cultural and social activities."

In the "Policy Brief" as approved in 1982, parts of the West End were assigned to Core Zones 1 and 2, the two highest categories of land use intensity.

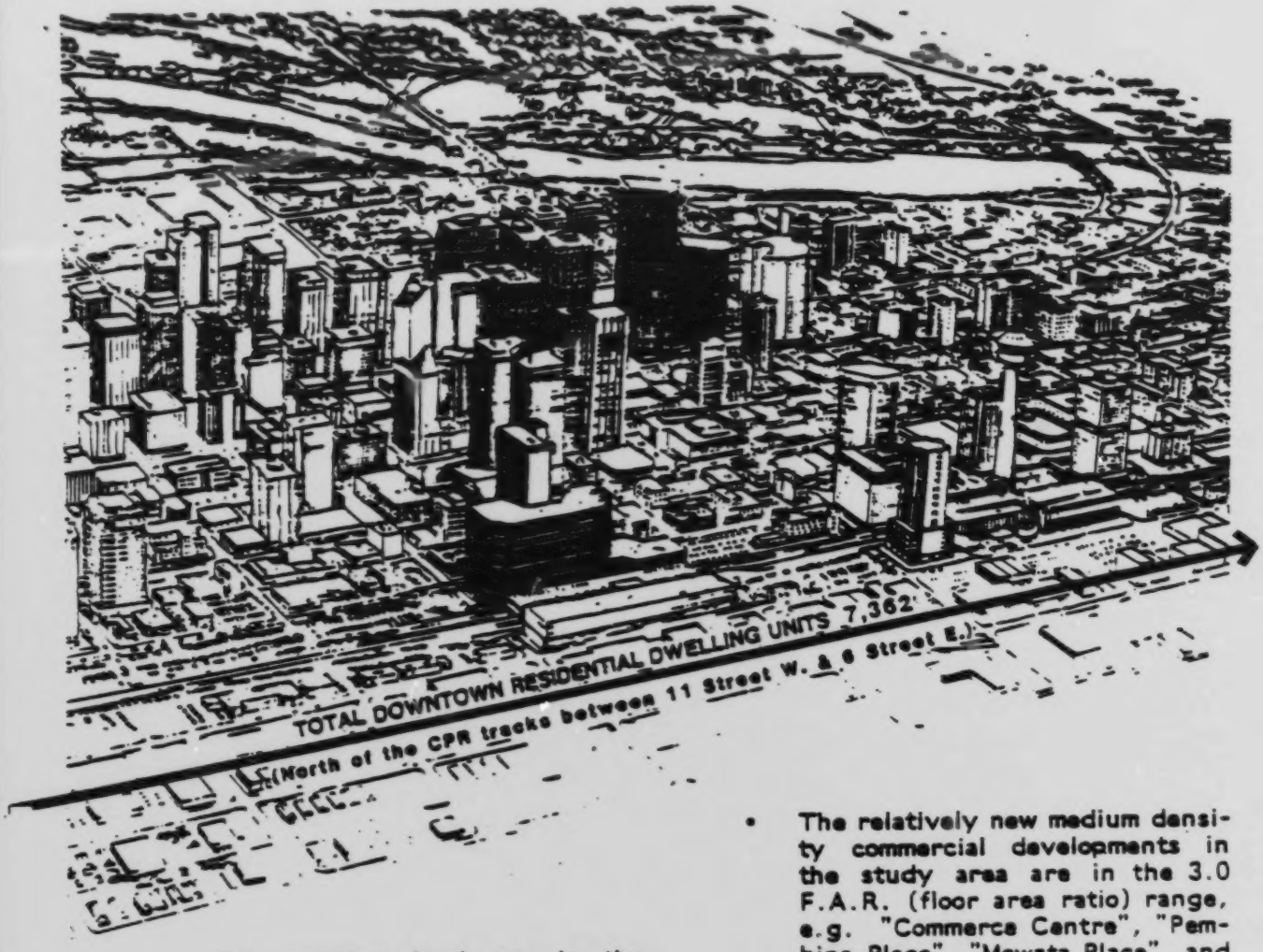
On 1984 October 10, City Council requested a special study of the area west of 9th Street West, from 10th Avenue South to the Bow River, and amended the Core Area Policy Brief to place the West End area "Under Policy Review". The West End study is that Policy Review.



2.2. OVERVIEW OF STUDY AREA

2.2.1. West End Characteristics

- The West End includes major gateways, arrival and departure points for the Core Area via the 6th and 9th Avenue South couplets and the Louise Bridge.
- The area provides pleasant views toward the Bow River to the north, to the mountains in the distance and to the nearby Mewata park land to the west. The park land includes the Mewata Armouries (Provincially designated Historic Resource), the Centennial Planetarium and the Mewata Stadium.
- To the east of the study area, residential is the dominant land use between 7th and 9th Streets West, and contains 2,875 units or approximately 39% of the total Downtown dwelling units. The West End is separated from the central business core by the presence of this extensive area of residential developments, e.g. "Place Concorde", "Penthouse Towers", "Continental Towers", "Sundance", "Sundial", and "Western Centre". These developments occurred throughout the 1960's and 1970's when the Bonus Area C of the CM-2 District included residential bonuses.



- The existing land use in the study area consists mainly of low-profile medium density residential and commercial developments, car dealerships, surface parking lots, residential support services, e.g. a seniors' centre (Kerby Memorial Building), Downtown campus facilities of the Mount Royal College, food services (the "Croissant Factory", restaurants and coffee shops), and a hotel ("Lord Nelson Inn").

- The "Westmount Place" high density residential development, containing 126 units, is the largest and newest building in the area, bringing the total number of dwelling units in the West End to 321.

- The relatively new medium density commercial developments in the study area are in the 3.0 F.A.R. (floor area ratio) range, e.g. "Commerce Centre", "Pembina Place", "Mewata Place", and the "Zapotec" Building.

- The original low-intensity residential character of the West End has disappeared with the extensive demolition of residential structures. A few remnants of the original housing stock are used as rental accommodation or converted to service commercial uses, e.g. offices and a beauty parlor.

- Many land parcels remain vacant while others are used as surface parking lots. These holding uses contribute little to the quality of the local pedestrian environment in terms of creating diversity, activity, and an attractive streetscape.

2.2.2. Existing Land Use Designations

Almost equal parts of the study area are designated:

- CM-1 Central Business Commercial (maximum 3 F.A.R. of commercial or residential);

- RM-7 Residential High Density Multi-Dwelling (maximum 321-395 units per hectare or 130-160 units per acre);

- I-2 General Light Industrial (height limit of 12 metres);

- PE Public Park, School and Recreation; and

- PS Public Service Districts.

In addition, there are a number of DC (Direct Control) sites.
(See Figure 4 in Appendix.)

- There are thirteen development sites in the study area which are governed by site-specific DC (Direct Control) District guidelines.

  The majority of these DC Districts are within a medium to high density range (3.0 - 8.0 F.A.R.), and allow for residential, commercial and mixed land uses.
  (See Figure 5 in Appendix.)

- 1.3 Hectares (3.2 acres) of land is designated DC with the CM-2 District guidelines, as they existed prior to October, 1984.

  The City initiated a general redesignation along 9th Street West and a single parcel on 7th Avenue South to put in place a DC District due to the changes in the CM-2 District Council approved in 1984.

- In all options reviewed, the thirteen site-specific DC sites were taken as "givens" that would not be changed in the implementation phase of the Study. The City-initiated DC sites will be treated in the same way as the adjacent lands in standard land use districts as recommended in this Study.

2.2.3. "Science Centre" Concept

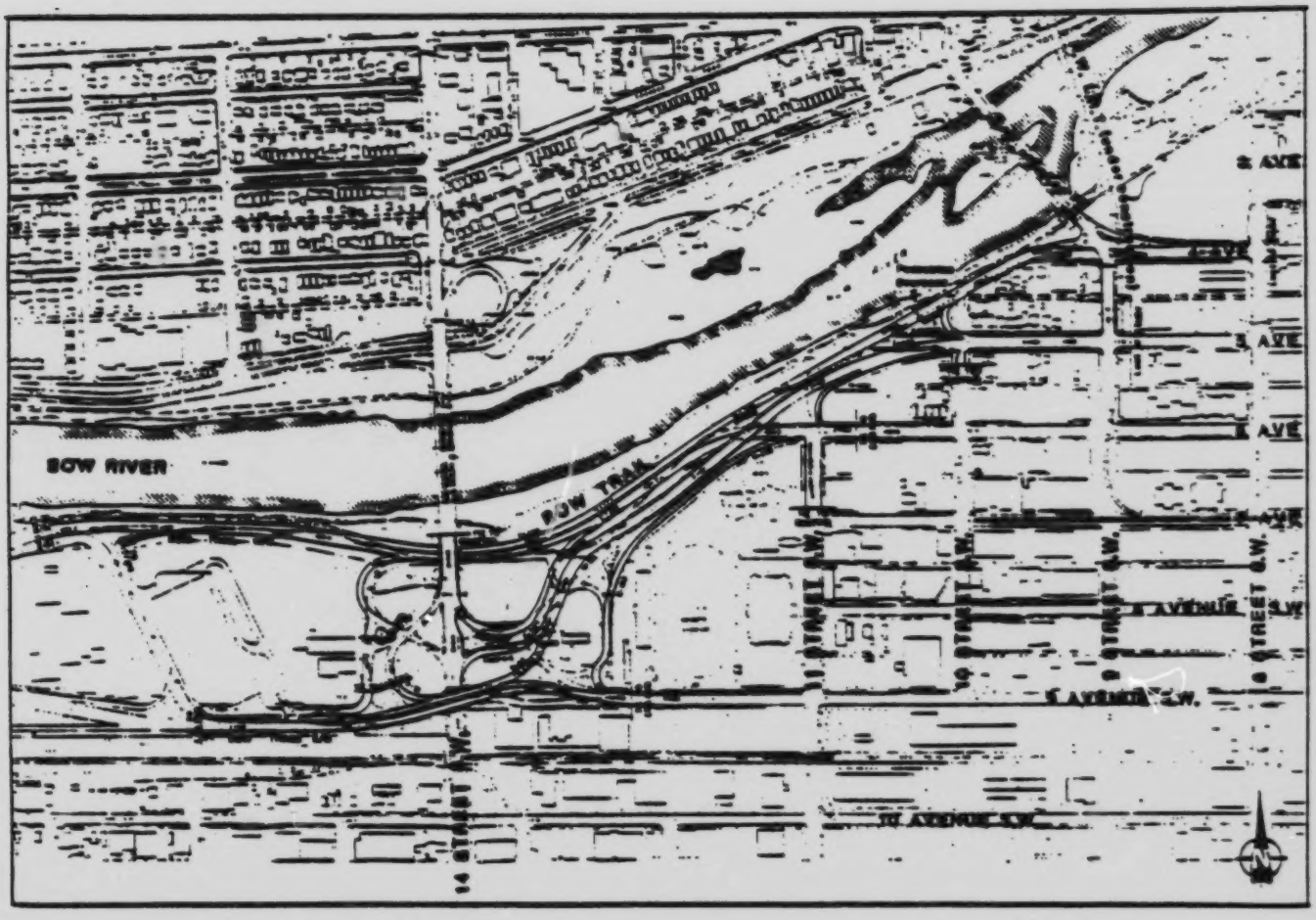
PE/PS Districts apply to the Mewata public lands. Potential development of a "science centre" adjacent to the Centennial Planetarium, is being considered by representatives of the Alberta Science Centre Society. This potential use has been examined among the land use alternatives for the Mewata public lands to the west of 11th Street West, and could fit with all of the land use options.

2.2.4. Transportation

The following transportation changes affect the West End area:

- The future Bow Trail Connector is a multistage scheme that would improve traffic flows entering and exiting the Downtown from the West. Road improvements, widening and new ramps would focus on Bow Trail in the vicinity of the Mewata Bridge. Some preliminary construction will take place in 1987, followed by the general first phase of the project which will be proceeded with after the 1988 Winter Olympic Games. The second phase of the project will be completed in the future, as warranted.
  (MAPS 2 (A) and (B))

MAP 2(A). BOW TRAIL CONNECTOR STAGE I CONSTRUCTION - 1988

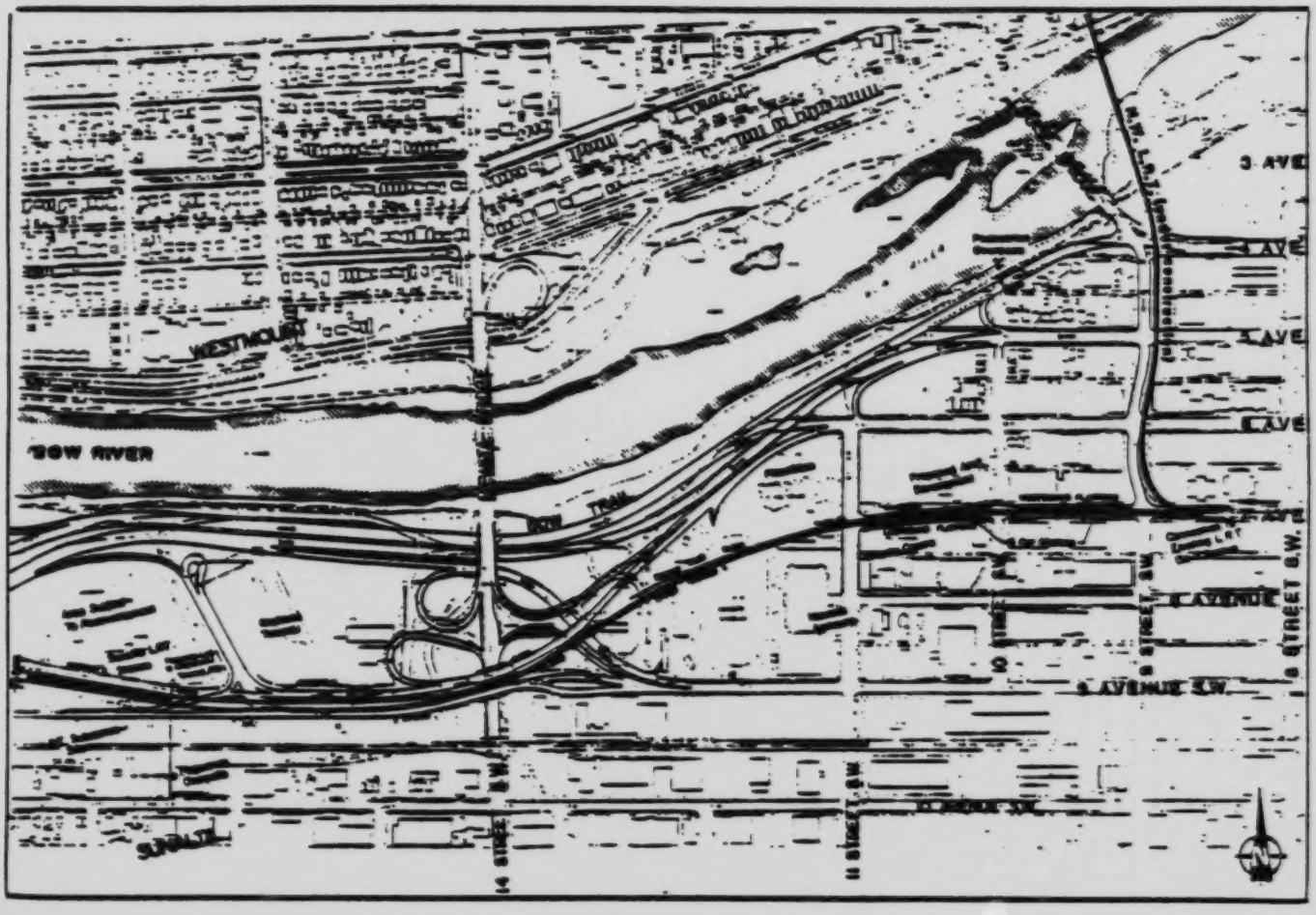


- Pedestrian Access to the West End Riverbank will be provided by an overhead pedestrian bridge north of 10th Street, when the ultimate Bow Trail Connector is built.

- Future development potential on the Mewata public lands is severely restricted by the transportation constraints. In the ultimate Bow Trail Connector design, limited access is available to lands west of the Mewata Stadium via 6th Avenue South, 9th Avenue South or 11th Street West.

- The status of 11th Street West is currently being reviewed for a potential change from the local to secondary road category. While local road status would be generally more desirable for a residential area, a secondary road status does not preclude the residential land use policy option.

MAP 2(B) FINAL STAGE BOW TRAIL CONNECTOR
AND RECOMMENDED WEST L.R.T. ALIGNMENT



- **Public Transit, especially the L.R.T. System, provides important links between the West End and the rest of Downtown as well as various activity centres and educational/recreational areas in outlying parts of the City. The West End is at the junction of the operating South and North East L.R.T. lines as well as the North West line which is currently under construction. The tentative alignment for the future West L.R.T. line in the West End is illustrated in Map 2(B). The L.R.T. alignment and station locations were under review at the time when this study was prepared. Final decisions, in this regard, will be made by City Council in conjunction with the "West L.R.T. Functional Study".**

2.3. TRENDS AND CONDITIONS

2.3.1. Trends in Downtown Calgary

- Throughout the 1970's, Calgary experienced a very high rate of commercial development Downtown, related to Alberta's buoyant resource-based economy. The slowdown in economic and population growth in the early 1980's has led to a forecast for more moderate but sustained growth in the future.

- Downtown is intended to remain as the pre-eminent commercial centre for Calgary. This is supported by:

  - the observable commitments to new retail and office developments in key locations Downtown such as "Bankers Hall" and the "Calgary Eaton Centre";

  - the greater interest in residential units in the major projects of "Eau Claire" and "Westmount Place";

  - major public commitments to new cultural facilities like the Calgary Centre for the Performing Arts, new and enhanced open spaces like Olympic Plaza and the Bow Riverbank parks, as well as the improvements associated with the Barclay Mall.

Core Housing

- North of the C.P.R. tracks Downtown, there were a total of 5,386 residential units in 1976.

- Currently, there is a Downtown residential base and commitment of a total of 7,362 units, which represents a net increase of roughly 36% over the last ten years. Between 1976 and 1986, Calgary's total population increased by approximately 50% (469,910 to 640,645). During this period, the total Downtown population has remained stable with 9,616 people in 1976, and 9,572 people in 1986, reflecting the general reduction in household size.

- Nearly half of the total existing dwelling units and population (43% or 3,196 units / 4,208 people) are concentrated in the area between 7th and 11th Streets West, in this general West End of Downtown. The other major areas for residential developments Downtown are Eau Claire, Chinatown and the East Village.[2]

Core Employment

- Currently, the Downtown Core located north of the railroad tracks includes approximately 110 major office buildings for a total of more than 32 million square feet, including the 3.0 million square feet in public/government buildings. It is estimated that over 80,000 persons, including both office and retail/service workers, are employed within this area. This figure represents 25% of the total current employed labor force, in Calgary, being present in Down-

2. The statistical data presented in this Report, reflects the 1986 Civic Census information, and the statistical analysis prepared in 1986, by the City of Calgary Planning & Building Department.

town requiring movement from their residential area daily during the business week, apart from shoppers and visitors.[3]

- Calgary, as a smaller size city, has a relatively high proportion of downtown commercial office space, as compared to the downtowns of other large metropolitan areas.

- Within Calgary's Core Area, a broad central zone has been assigned the highest commercial density potential through the revised CM-2 Downtown Business District.

  As an office market for corporate decision-making and services, Calgary's total Downtown area (963 acres) is the third largest in Canada after Montreal (1,160 acres) and Toronto (991 acres). If the core boundary is assumed to include approximately (400 acres) excluding the West End, Eau Claire, Chinatown and East Village areas, Calgary's is the largest as a central business core in comparison to Montreal (106 acres) and Toronto (102 acres).

- Furthermore, it is estimated that redevelopment of the existing underutilized sites in the central commercial Core Area could supply the Downtown office space requirement, if Calgary's present population quadrupled, and the suburban decentralization is continued at only its current rates.

Core Retail

- Downtown Calgary is the commercial centre of the urban region. The current Downtown retail space is approximately 2.2 million square feet, of which 1.7 million square feet is concentrated in the core retail area.

  The major facilities that presently make up the retail heart of the Downtown Core are: Toronto Dominion Square, Scotia Centre, Eaton's, The Bay, and a variety of shops in Penny Lane and 8th Avenue. Planned developments, such as the Festival Market and the Eaton Centre, will make Downtown retail facilities more competitive with suburban centres.

- The Core Area retail is also supported by other types of service commercial, tourist attractions, eateries, entertainment and recreational facilities.

3. "Retail Market Study - Calgary Eaton Centre Downtown Calgary, Alberta", prepared for Oxford Development Group Ltd., Larry Smith & Associates, Ltd., May 20, 1988.

2.3.2. Trends in other North American Cities

The following are some of the research findings in the Department's study of other North American cities:

- Encouragement for "housing"- and/or "more housing" in downtown, is one of the current objectives of 27 major North American cities.

- In most large cities, the demand for more downtown housing has been increasing as lifestyles change with thousands of new housing units underway in downtowns, and as more "Yuppies", retirees, middle-aged singles and couples without children opt for the convenience and the lively atmosphere of central cities.

- Many cities are embarking on aggressive programs to induce a lively atmosphere in central cities to attract more housing in downtown, in an effort to reverse the long-time image of core areas only being business and industrial centres. This is related to an awareness that the quality of life influences economic development efforts to attract key workers.

- The forms of commercial development as a result of the transition from an industrial to a service-based urban economy, have become more attractive neighbours for residential projects.

- Achieving a strong economic mix based on diverse services together with attractive developments and infrastructure, downtowns can better withstand local or national economic fluctuations.

- Superior access by mass transit; a continued focus on compactness and convenience in the core; and attention to street life, retail, entertainment and historic roots are all necessities for a successful competitive environment for downtown. Character and feeling in downtown are more important features in the office market than commonly recognized.

- Similar to the "Calgary Plan", the "Vancouver Plan" also focuses on the relationships among the four key elements of the city: core employment, housing, transportation and urban environment. The "Plan" stresses that employment growth should be accommodated first through expanding the city's downtown housing stock and only secondly through improvements to the transportation system.

- In terms of density, most cities are favouring lower density development in their commercial core areas, than what they previously accepted in the past. In many of the large cities, there is a marked difference between the permitted commercial density in the central business district (C.B.D.) versus the downtown fringe areas. The maximum permitted commercial densities in the downtown fringe areas are substantially lower than those in the core.

2.4. OBJECTIVES FOR WEST END

These observations lead to the following conclusions:

- To enhance the image of Downtown Calgary, Core Area policies must reinforce its strengths, promote a larger population base and foster its special markets.

- Residential uses in the Core Area are important:

  - to serve Calgarians wanting accommodation Downtown;

  - to help support various commercial activities and services, benefiting and enlivening the Downtown area; and

  - to help achieve Council's objective of reducing transportation demands by placing more residences close to major employment centres.

- The Downtown Fringe offers a unique opportunity to create a very attractive residential environment that can benefit from both the natural amenities of the area and take advantage of the many unique services and facilities provided in the Downtown Core.

- The West End location:

  - is separated from the central business commercial core by an established residential area;

  - is unlikely to attract the high density commercial projects which are more appropriately located closer to the existing concentration of office towers;

  - has sufficient space for development of a viable residential precinct as well as low to medium density commercial uses;

  - has many natural and man-made amenities either within it or nearby, that enhance its potential for attracting residential uses;

  - represents a logical extension to the residential cluster in the area to the east of 9th Street West, and that of Eau Claire; and

  - could contribute a special character and purpose to the Downtown with its strategic location, recognizable distinction and natural amenities.

Therefore, the land use policies for the West End area should achieve the following objectives:

- Implement the "Calgary Plan" policies as they affect this area, and assist the City's long-term growth strategy by promoting:

  - a larger population in Downtown Calgary;

  - low to medium density commercial development and interim land uses that can provide a service function for both residential uses and the adjacent high density Core Area;

  - the unique features of the area's geographic location as a Downtown "gateway" in proximity to the Bow Riverbank and the Mewata public lands;

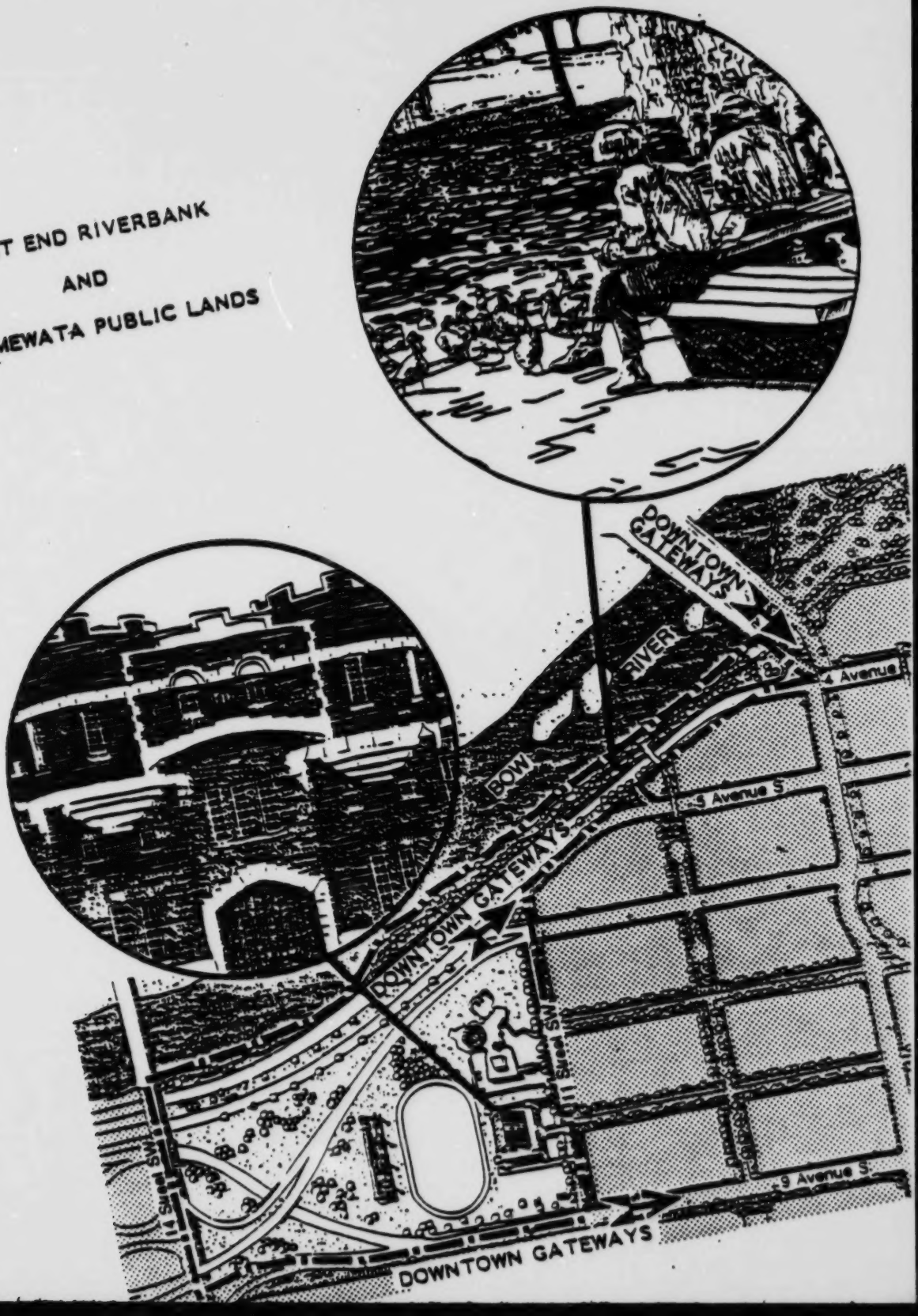
  - intensified use of the open space, parks and recreational facilities of the area; and

  - a mixture of land uses that does not overload but rather complement the available transportation facilities provided and planned for the Downtown area.

WEST END RIVERBANK

AND

THE MEWATA PUBLIC LANDS



PART III - LAND USE OPTIONS

3.1. LAND USE OPTION 1
EXISTING SITUATION

The existing pattern of land use designations in the West End area includes the RM-7 Residential High Density Multi-Dwelling District to the north, the CM-1 Central Business Commercial District to the south, the PE Public Park, School and Recreation and the PS Public Service Districts to the west. The I-2 General Light Industrial District to the south of 9th Avenue South allows for low density commercial and light industrial uses. The DC (Direct Control) Districts in the study area allow for residential, commercial and mixed land uses. Retention of these land use designations would lead to development that could achieve the land use intensities illustrated in Figure 1 in the Appendix.

LAND USE AND DENSITY

AREA A - OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
PE/PS District rules apply.

AREA B - RESIDENTIAL
RM-7 District rules apply.

AREA C - COMMERCIAL AND/OR RESIDENTIAL USES

3 F.A.R. CM-1 District rules apply.

AREA D - LIGHT INDUSTRIAL
I-2 District rules apply.

COMPLIANCE WITH
THE WEST END OBJECTIVES

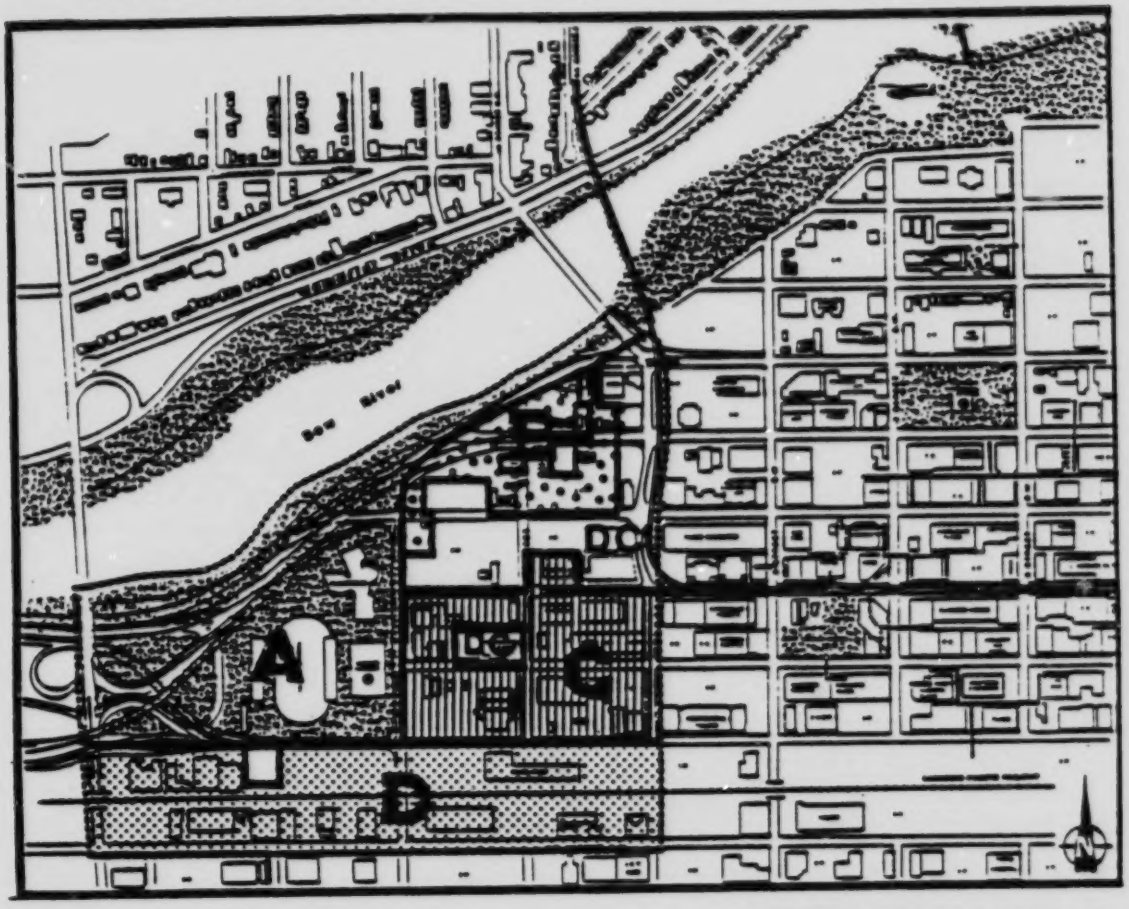
This Option contributes to achievement of the objectives in the following ways:

- Provides some opportunities for limited residential development in the area designated for RM-7.
- Allows commercial projects, in general, at densities comparable with the existing projects in the area;
- Can be accommodated by the existing and planned Downtown roadway network.

This Option works against achievement of the objectives in the following ways:

- Retains a CM-1 designation that is designed to promote commercial rather than residential development.
- Retains the I-2 Light Industrial land use designation in "AREA D" which is inefficient and inappropriate adjacent to the Downtown residential and commercial land uses as well as the public open spaces.
- Does not provide any specific encouragement of residential development.

MAP 3. LAND USE OPTION 1. EXISTING LAND USE DESIGNATIONS

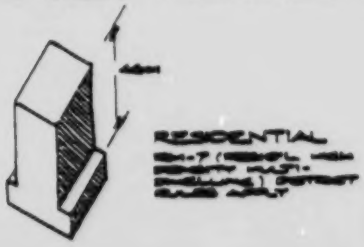


LEGEND

- ROAD SYSTEM
- L.R.T. LINE
- L.R.T. STATION
- +15 PEDESTRIAN SYSTEM
- BICYCLE/PEDESTRIAN PATHWAY
- HELIPORT
- CHURCH
- PROVINCIAL DESIGNATED HERITAGE SITE
- S.P. SURFACE PARKING
- P.S. PARKING STRUCTURE
- A OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
- B RESIDENTIAL
- C COMMERCIAL AND/OR RESIDENTIAL USES
- D LIGHT INDUSTRIAL
- DC DC (DIRECT CONTROL) DISTRICTS (SEE APPENDIX FOR SPECIFICS.)

AREA B

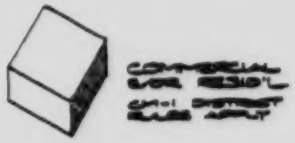
3 F.A.R. ( )



RESIDENTIAL

AREA C

3 F.A.R. ( )



COMMERCIAL

AREA D

( )

LIGHT INDUSTRIAL

3.2. LAND USE OPTION 2
1982 CORE AREA POLICY BRIEF POLICIES

The "Policy Brief" extended high density commercial potential to the West End by application of Core Zones 1 and 2. Core Zone 1 provides for high density commercial development. Core Zone 2 similarly provides for a wide range of commercial and/or residential uses at a lower density. These policies would lead to development that could achieve the land use intensities illustrated in Figure 2 in the Appendix.

LAND USE AND DENSITY

AREA A - COMMERCIAL CORE ZONE 1
CM-2 Downtown Business District rules would apply.

7 F.A.R. Maximum density subject to provision of all Group A features.

8 F.A.R. Maximum additional density subject to provision of Group B features.

5 F.A.R. Maximum additional density may be earned through provision of Group C features.

20 F.A.R. OVERALL MAX. DENSITY

AREA B - COMMERCIAL CORE ZONE 2

5 F.A.R. Base commercial density with provision of mandatory requirements.

3 F.A.R. Bonus commercial density for additional amenity provision.

3 F.A.R. Additional non-commercial density.

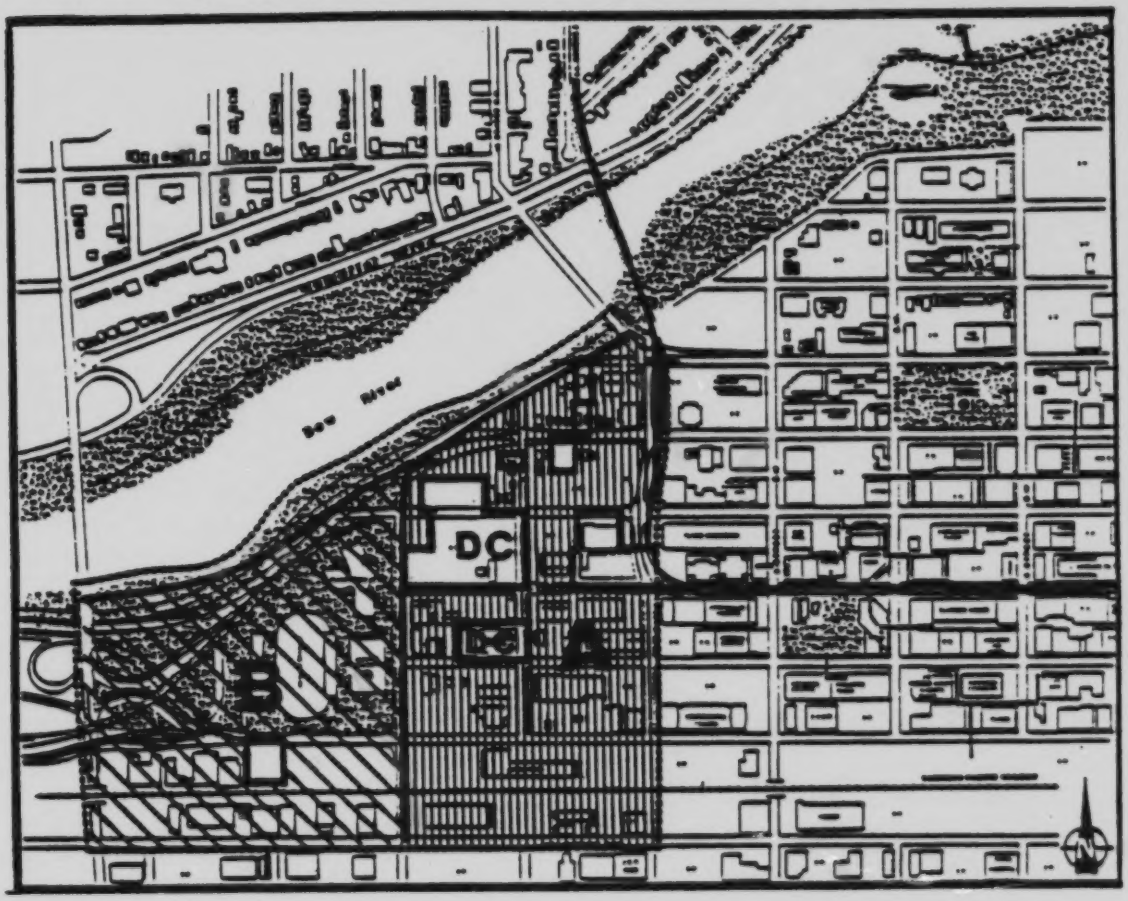
11 F.A.R. OVERALL MAX. DENSITY

COMPLIANCE WITH THE WEST END OBJECTIVES

This Option contributes to achievement of the objectives in the following ways:

- **A more substantial and stable population base in proximity to the Core employment area is not encouraged.**
- **High density commercial office development could severely compromise the viability and quality of residential neighbourhood character west of 7th Street West.**
- **Commercial Core Zone 1 rules are incompatible with the existing land use, density and building heights in the area.**
- **Commercial Core Zone 2 policy is unnecessarily applied on the Mewata public lands, designated as PE/PS Districts, and is contrary to City Council's policies for Downtown public open space.**
- **Spreading the potential for highest intensity commercial land use throughout more of the Core Area increases uncertainty in terms of the ultimate character as well as location and degree of concentration of Downtown development. This, in turn, results in considerable uncertainty as to the future role and potential in the West End and may preclude development for an extended time until higher expectations can be fulfilled.**
- **High density commercial development here would place additional strain on the Downtown transportation network.**

MAP 4. LAND USE OPTION 2. 1982 CORE AREA POLICY BRIEF POLICIES



LEGEND

- ROAD SYSTEM
- L.R.T. LINE
- L.R.T. STATION
- +15 PEDESTRIAN SYSTEM
- BICYCLE/PEDESTRIAN PATHWAY
- HELIPORT
- CHURCH
- PROVINCIAL DESIGNATED HERITAGE SITE
- S.P. SURFACE PARKING
- P.S. PARKING STRUCTURE
- A COMMERCIAL CORE ZONE 1
- B COMMERCIAL CORE ZONE 2
- DC DC (DIRECT CONTROL) DISTRICTS (SEE APPENDIX FOR SPECIFICS.)

AREA A

20 FAR.

(OVERALL MAXIMUM DENSITY)

COMMERCIAL CORE ZONE 1

5 FAR.

6 FAR.

7 FAR.

AREA B

11 FAR.

(OVERALL MAXIMUM DENSITY)

COMMERCIAL CORE ZONE 2

3 FAR.

5 FAR.

3.3. LAND USE OPTION 3
NEW ALTERNATIVE

This Option proposes a mixed use concept for the West End and incorporates the following types and intensity of land use components:

- high density residential development together with low to medium density commercial facilities closer to the Riverbank and the Mewata public lands; and
- high density residential development together with higher density commercial development closer to 9th Street West and in the area between 9th and 10th Streets West to the south of 7th Avenue South.

LAND USE AND DENSITY

AREA A - OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
PE/PS District rules apply.

AREA B - RESIDENTIAL, LOW TO MEDIUM DENSITY COMMERCIAL AND/OR MIXED LAND USES

3 F.A.R. Max. Commercial density.

8 F.A.R. Max. additional residential density.

11 F.A.R. OVERALL MAX. DENSITY (within which all 11 F.A.R. could be allocated as residential use.)

AREA C - RESIDENTIAL, MEDIUM TO HIGH DENSITY COMMERCIAL AND/OR MIXED LAND USES

5 F.A.R. Max. commercial density.

6 F.A.R. Max. additional residential density.

11 F.A.R. OVERALL MAX. DENSITY (within which all 11 F.A.R. could be allocated as residential land use.)

AREA D - This area should be included within the C.P.R. Special Study area boundaries, and should be dealt with as a part of that special study.

COMPLIANCE WITH THE WEST END OBJECTIVES

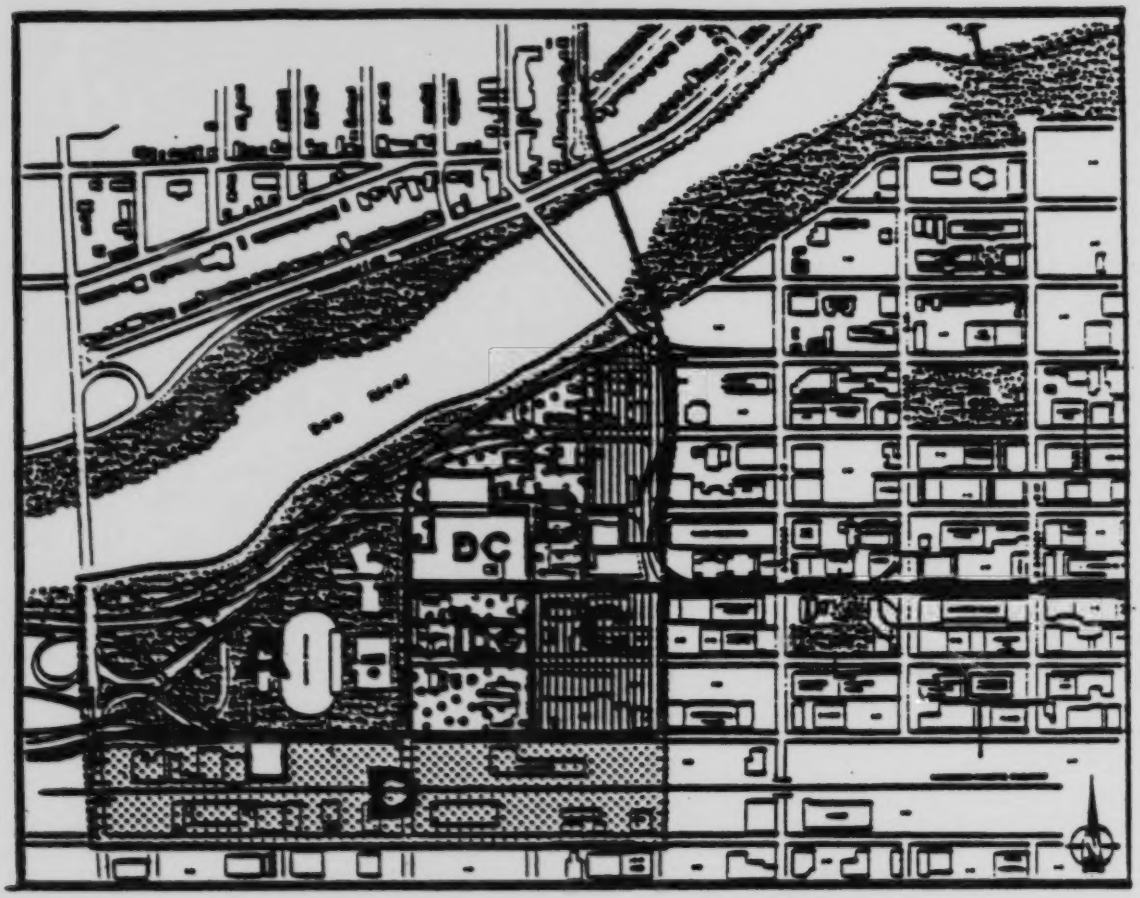
This Option contributes to achievement of the objectives in the following ways:

- Supports the "Calgary Plan" policies for development of a larger population base in proximity to the Core employment area and the potential amenities of the Riverbank and the Mewata lands.
- Defines distinct areas for different development types and provides opportunities for interim land uses and increased residential development in the area.
- Provides for a degree of transition from the predominantly commercial district to a lower density mixed land use district.
- Retains the PE/PS Districts (open space, parks and recreational facilities and public service uses) on the Mewata public lands.

This Option works against achievement of the objectives in the following way:

- It may be difficult to attract residential development with the amount of commercial development suggested adjacent to 9th Street West and in the area to the south of 7th Avenue South.

MAP 5. LAND USE OPTION 3. NEW ALTERNATIVE



LEGEND

- ROAD SYSTEM
- L.R.T. LINE
- L.R.T. STATION
- PEDESTRIAN SYSTEM
- BICYCLE/PEDESTRIAN PATHWAY
- HELIPORT
- CHURCH
- PROVINCIAL DESIGNATED HERITAGE SITE
- S.P. SURFACE PARKING
- P.S. PARKING STRUCTURE
- OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
- RESIDENTIAL, LOW TO MEDIUM DENSITY COMMERCIAL AND/OR MIXED LAND USE
- RESIDENTIAL, MEDIUM TO HIGH DENSITY COMMERCIAL AND/OR MIXED LAND USE
- PROPOSED TO BE INCLUDED IN THE C.P.R. SPECIAL STUDY AREA.
- DC (DIRECT CONTROL) DISTRICTS (SEE APPENDIX FOR SPECIFICS.)

AREA B

11 FAR. (OVERALL MAXIMUM DENSITY)

RESIDENTIAL AND/OR COMMERCIAL

6 FAR. MAXIMUM RESIDENTIAL

3 FAR. MAXIMUM COMMERCIAL

AREA C

11 FAR. (OVERALL MAXIMUM DENSITY)

RESIDENTIAL/ COMMERCIAL

6 FAR. MAXIMUM RESIDENTIAL

5 FAR. MAXIMUM COMMERCIAL

3.4. LAND USE OPTION 4(A) NEW ALTERNATIVE

This Option proposes development of a viable "residential precinct" in the West End and incorporates the following types and intensity of land use components:

- high density residential development without a specific density limit throughout the area;
- low to medium density commercial facilities in the "residential precinct" area; and
- higher density commercial development only along 9th Street West.[4]

These policies would lead to development that could achieve the type of land use intensities illustrated in Figure 3 in the Appendix.

LAND USE AND DENSITY

AREA A - OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
PE/PS District rules apply.

AREA B - RESIDENTIAL, LOW TO MEDIUM DENSITY COMMERCIAL AND/OR MIXED LAND USES

3 F.A.R. Max. commercial density.

No residential density limit (subject to environmental constraints on building form and self-imposed project limits.)

AREA C - RESIDENTIAL, HIGH DENSITY COMMERCIAL AND/OR MIXED LAND USES

7 F.A.R. Max. commercial density.

No residential density limit (subject to environmental constraints on building form and self-imposed project limits.)

AREA D - This area should be included within the C.P.R. Special Study area boundaries, and should be dealt with as a part of that special study.

COMPLIANCE WITH THE WEST END OBJECTIVES

This Option contributes to achievement of the objectives in the following way:

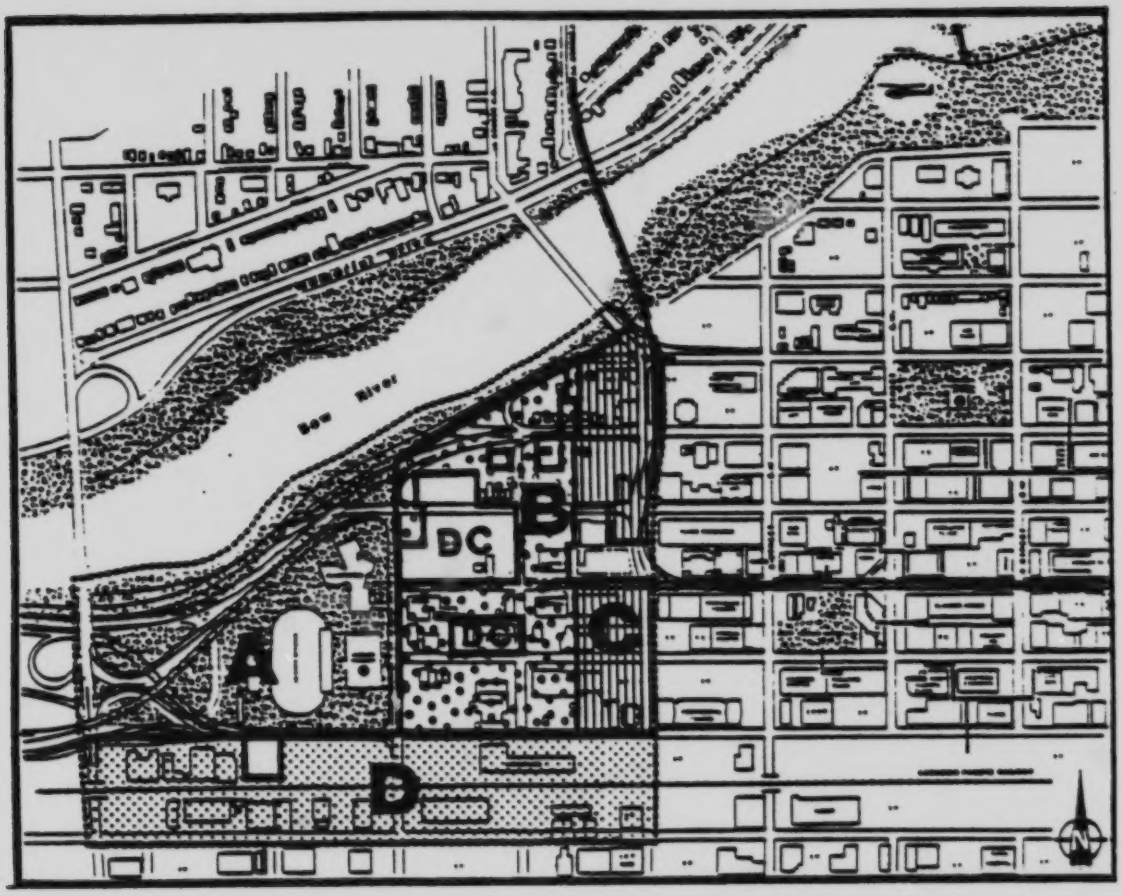
- Supports the "Calgary Plan" policies for development of a more substantial and stable population base in proximity to the Core Employment area.
- Promotes a predominantly "residential precinct" in the West End, with the maximum degree of flexibility with respect to density and built form subject to environmental constraints.
- Defines distinct areas for different development types sensitive to the Riverbank, the Mewata public lands as well as the adjacent residential areas.
- Allows commercial development to proceed at lower densities than the Core, with a transition from the intermediate band along 9th Street West and lower levels in association with the residential precinct.
- Retains PE/PS Districts (open space, parks and recreational facilities and public service uses) on the Mewata public lands.

This Option works against achievement of the objectives in the following way:

- Splits the residential precinct in Area B from the existing residential concentration east of 9th Street West by a band of high density commercial development.

4. Even without a specific density limit for residential development, these projects will find their own "natural" limits to satisfy the residents' needs for daylight into their units, parking spaces, private and communal amenities, cost-effective building technology and the competitive marketplace.

MAP 6. LAND USE OPTION 4(A). NEW ALTERNATIVE



LEGEND

- ROAD SYSTEM
- L.R.T. LINE
- L.R.T. STATION
- +15 PEDESTRIAN SYSTEM
- BICYCLE/PEDESTRIAN PATHWAY
- HELIPORT
- CHURCH
- PROVINCIAL DESIGNATED HERITAGE SITE
- S.P. SURFACE PARKING
- P.S. PARKING STRUCTURE

- A — OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
- B — RESIDENTIAL, LOW TO MEDIUM DENSITY COMMERCIAL AND/OR MIXED LAND USES
- C — RESIDENTIAL, HIGH DENSITY COMMERCIAL AND/OR MIXED LAND USES
- D — PROPOSED TO BE INCLUDED IN THE C.P.R. SPECIAL STUDY AREA.
- DC — DC (DIRECT CONTROL) DISTRICTS (SEE APPENDIX FOR SPECIFICS.)

AREA B

NO LIMIT

RESIDENTIAL WITH LOWER DENSITY COMMERCIAL

NO RESIDENTIAL DENSITY LIMIT SUBJECT TO ENVIRONMENTAL CONSTRAINTS

3 FAR MAXIMUM COMMERCIAL DENSITY

AREA C

NO LIMIT

COMMERCIAL AND RESIDENTIAL

NO RESIDENTIAL DENSITY LIMIT SUBJECT TO ENVIRONMENTAL CONSTRAINTS

7 FAR MAXIMUM COMMERCIAL DENSITY

3.5. LAND USE OPTION 4(B) NEW ALTERNATIVE

Similar to Option 4(A), this Option also includes the same three distinct components for future development, and contains the same types and intensity of land uses in Areas A and B.

Area C varies by making provision for potential +15 connections across 9th Street West.

Area D is again recommended for inclusion within the C.P.R. Special Study area boundaries.

LAND USE AND DENSITY

AREA A - OPEN SPACE, PARKS AND RECREATIONAL FACILITIES
PE/PS District rules apply.

AREA B - RESIDENTIAL, LOW TO MEDIUM DENSITY COMMERCIAL AND/OR MIXED LAND USES

3 F.A.R. Maximum commercial density.

No residential density limit (subject to environmental constraints on building form and self-imposed project limits.)

AREA C - RESIDENTIAL, HIGH DENSITY COMMERCIAL AND/OR MIXED LAND USES

No residential density limit (subject to environmental constraints on building form and self-imposed project limits.)

7 F.A.R. Maximum commercial density for provision of basic mandatory requirements with potential bonus under certain conditions, based on the CM-2 District.

The specific conditions being that:

- additional bonus would be applicable, only in the case of a building on the west side of 9th Street West that is linked to a building on the east side of 9th Street West by a bridge or other structure containing a pedestrian walkway; and that
- this additional bonus would be applicable only to the extent of the total amenity area provided for this purpose, and the maximum gross floor area, calculated using the bonus density table shall not exceed 15.0 F.A.R.

COMPLIANCE WITH THE WEST END OBJECTIVES

This Option impacts achievement of the objectives in the same way as Option 4(A) except that the substantially higher potential commercial density immediately west of 9th Street West, 15.0 F.A.R. versus 7.0 F.A.R., will have a far greater adverse impact on the existing and potential residential areas on either side of 9th Street West. While this Option would encourage construction of +15 bridges over 9th Street West, the advantages of this are outweighed by the disadvantages of the impacts of high density commercial.

3.6. CONCLUSIONS AND RECOMMENDATIONS

The basic issue is whether the West End should just be a part of the commercial core of the Downtown or should it be allocated primarily for residential purposes with more limited commercial development.

Having regard to:

- the City's new long-term growth strategy and Council's policies of encouraging downtown housing, increased population and residential densities in close proximity to major employment centres and main transit corridors;
- looking at what is happening in other North American cities; and
- based on an overview of the whole of Downtown;

it is concluded that the West End is a very viable and attractive area for predominantly residential development with low to medium density commercial and mixed land uses, with a limited transition area of higher commercial intensity. This conclusion is supported further by the following:

- The West End area is separated from the central business core by an extensive area of existent residential development between 7th and 9th Streets West.
- "Westmount Place" and various other existing and proposed residential developments in the area show the suitability and attractiveness of residential development in the West End.
- Current development in the West End suggests a market for commercial development at much lower densities than what the Commercial Core Zone 1 development guidelines allow.
- With expectations to build high density commercial developments under Core Zone 1 guidelines in the future, it is less likely that redevelopment will occur in the short-term. This situation not only would sustain the current environmental conditions and uncertainty about the eventual role of the West End, but also could cause additional long-term negative impacts on the environmental quality in the area.

Based on an evaluation of the five land use options, Option 4(A) is recommended as the most suitable land use alternative for the West End toward achievement of the overall City and Downtown Core Area objectives.

This policy direction would define a degree of certainty for the western part of the Downtown as an additional "special character" area, and would promote development of the area in a supportive manner to the existing and future offices, retail and other types of service commercial establishments, entertainment, cultural and recreational facilities in the Downtown Core.

The area to the south of 9th Avenue South exhibits characteristics which are similar along the C.P.R. tracks to the east of the West End area. Land use alternatives for potential future development along both sides of the C.P.R. tracks would more appropriately be examined within the context of one study. Therefore, this area should be incorporated in the C.P.R. Special Study area boundaries, and should be dealt with as a part of that process.

3.7. IMPLEMENTATION STRATEGY

The following implementation strategy is recommended for the preferred Land Use Option 4(A):

1. AREA A: PE Public Park, School and Recreation, and PS Public Service District land use designations be retained on the Mewata public lands.

2. AREAS B and C: revised land use districts be developed and applied to these lands, which would:

   - allow residential land use without a density limit throughout the area, and achievement of up to 3.0 F.A.R. in Area B and up to 7.0 F.A.R. in Area C for commercial and institutional uses;

   - address the various environmental factors related to the area; and

   - incorporate performance guidelines suitable to this location such as:

     - amenity area provisions particularly related to residential developments;

     - treatment of grade and above-grade open spaces and public areas; and

     - sensitive treatment of the area around the Riverbank, the Centennial Planetarium and the Provincially designated heritage site of the Mewata Armouries.

3. AREA D should be included within the C.P.R. Special Study area boundaries, and be dealt with as part of that study.

4. The DC (Direct Control) District sites, which are governed by site-specific development guidelines pertaining to projects which Council approved, should not be changed by the City as a result of this Study. Land Use Amendment Applications initiated by owners to change these DC sites will be evaluated on an individual basis, in light of the policies contained in this Report.

5. The Core Area Policy Brief be amended as outlined in the Appendix of this Report.

6. The public systems, action plans for the specific first priority physical improvements and program initiatives outlined in the Downtown Handbook of Public Improvements for the West End area, be reviewed and updated in accordance with the policy recommendations for the area.

APPENDIX

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FIGURE 1. LAND USE OPTION 1. EXISTING LAND USE DESIGNATIONS

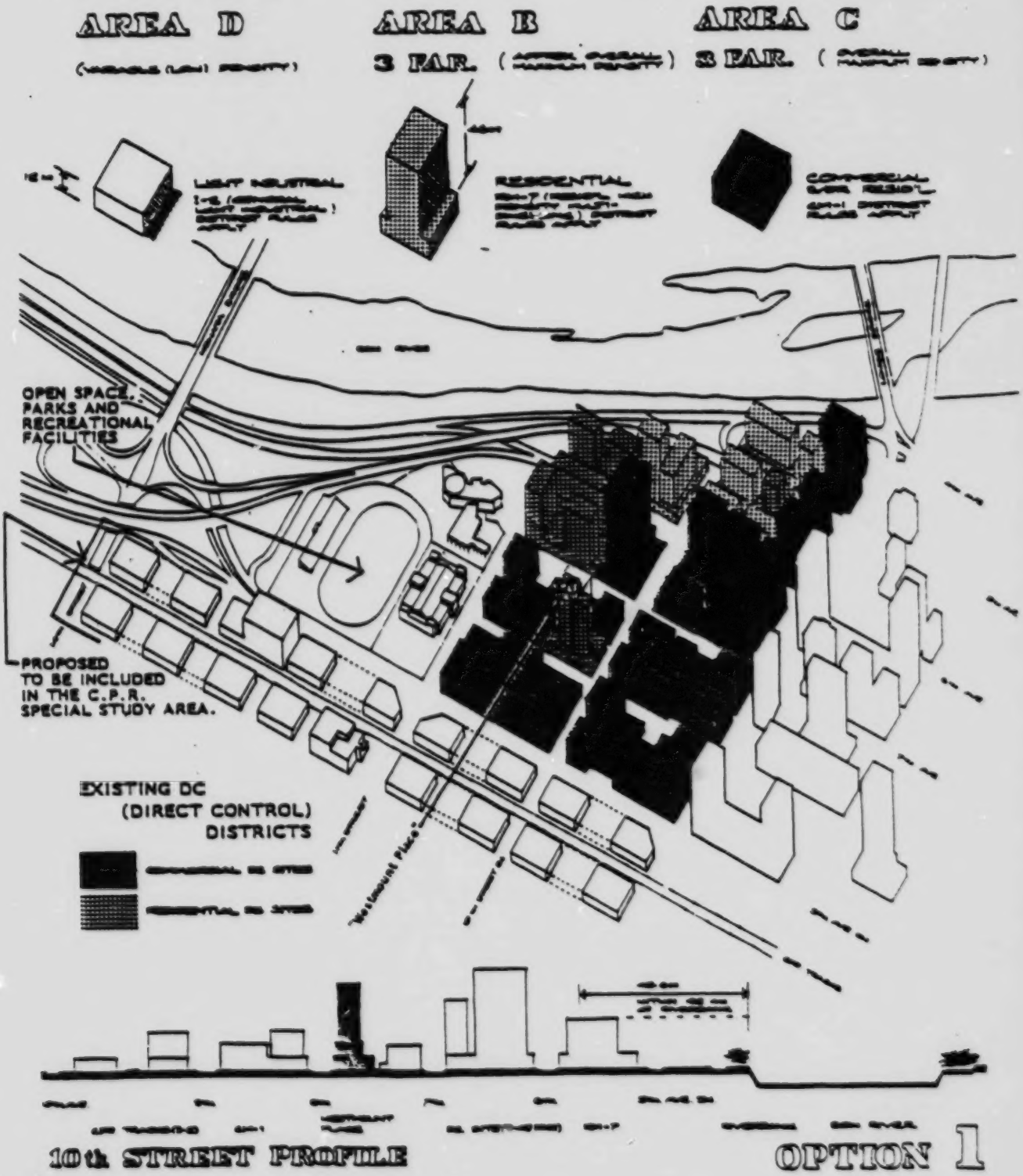


FIGURE 2. LAND USE OPTION 2. 1982 CORE AREA POLICY BRIEF POLICIES

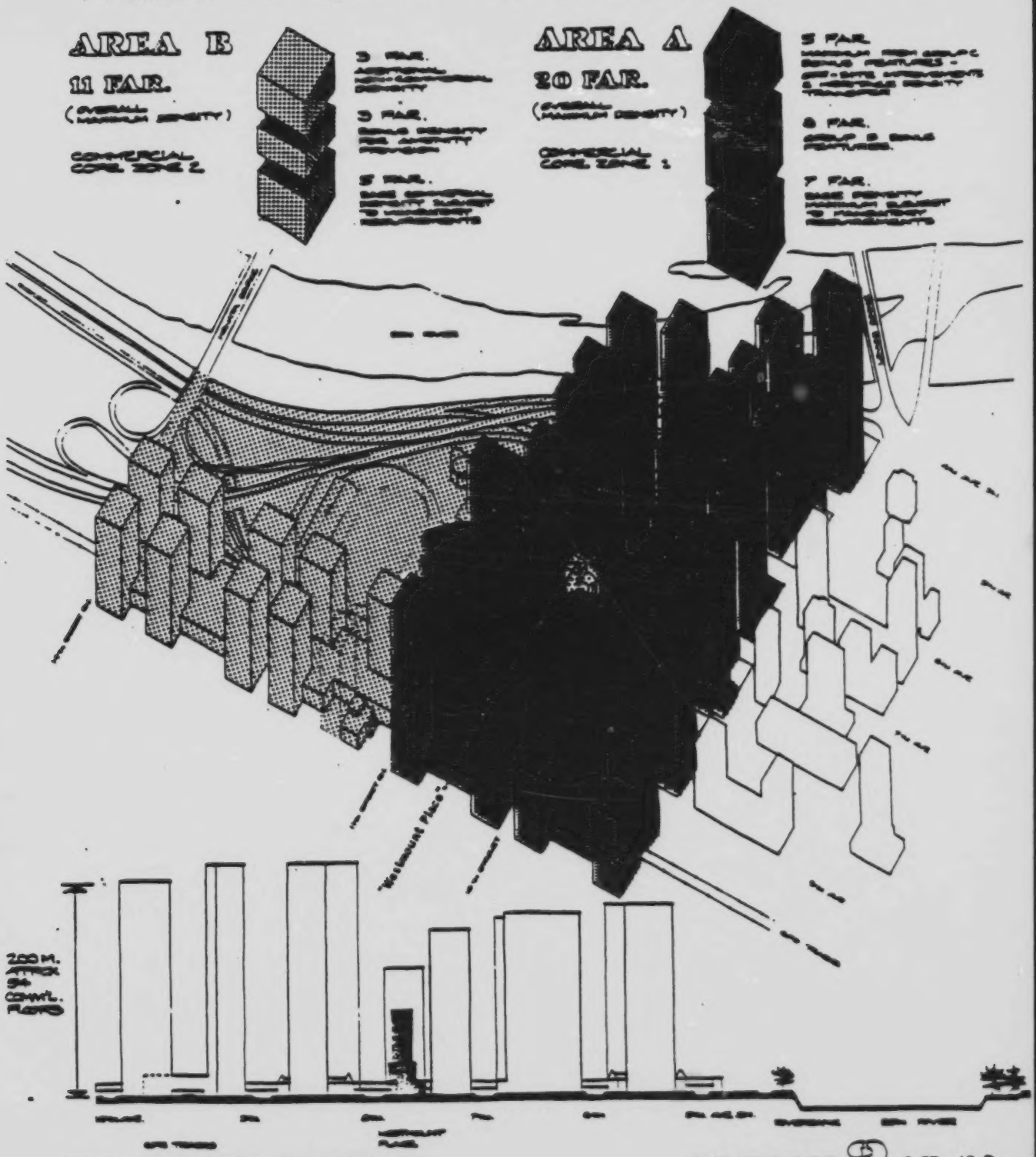


FIGURE 3. LAND USE OPTION 4(A). NEW ALTERNATIVE

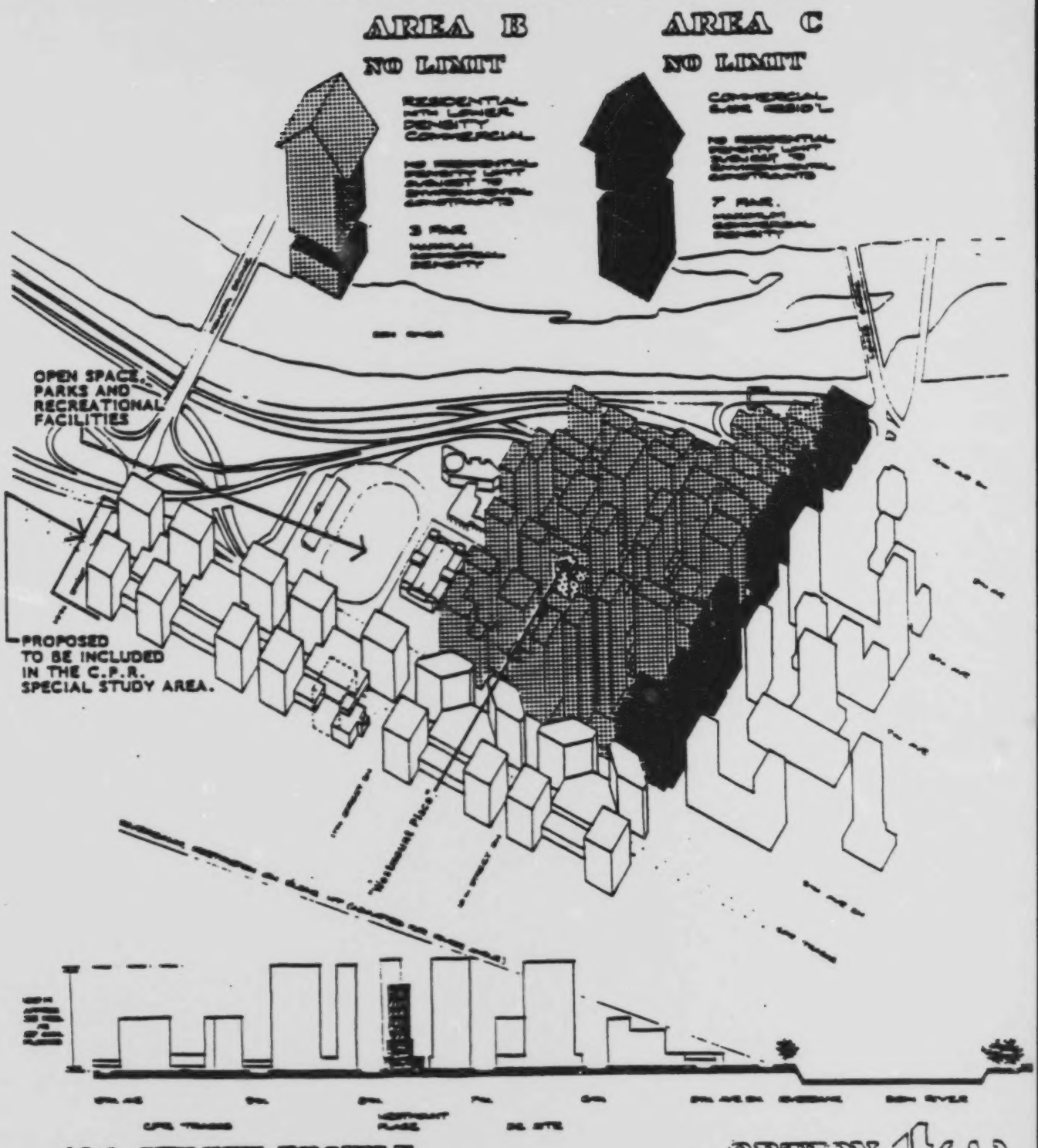


FIGURE 4. WEST END: EXISTING LAND USE DESIGNATIONS

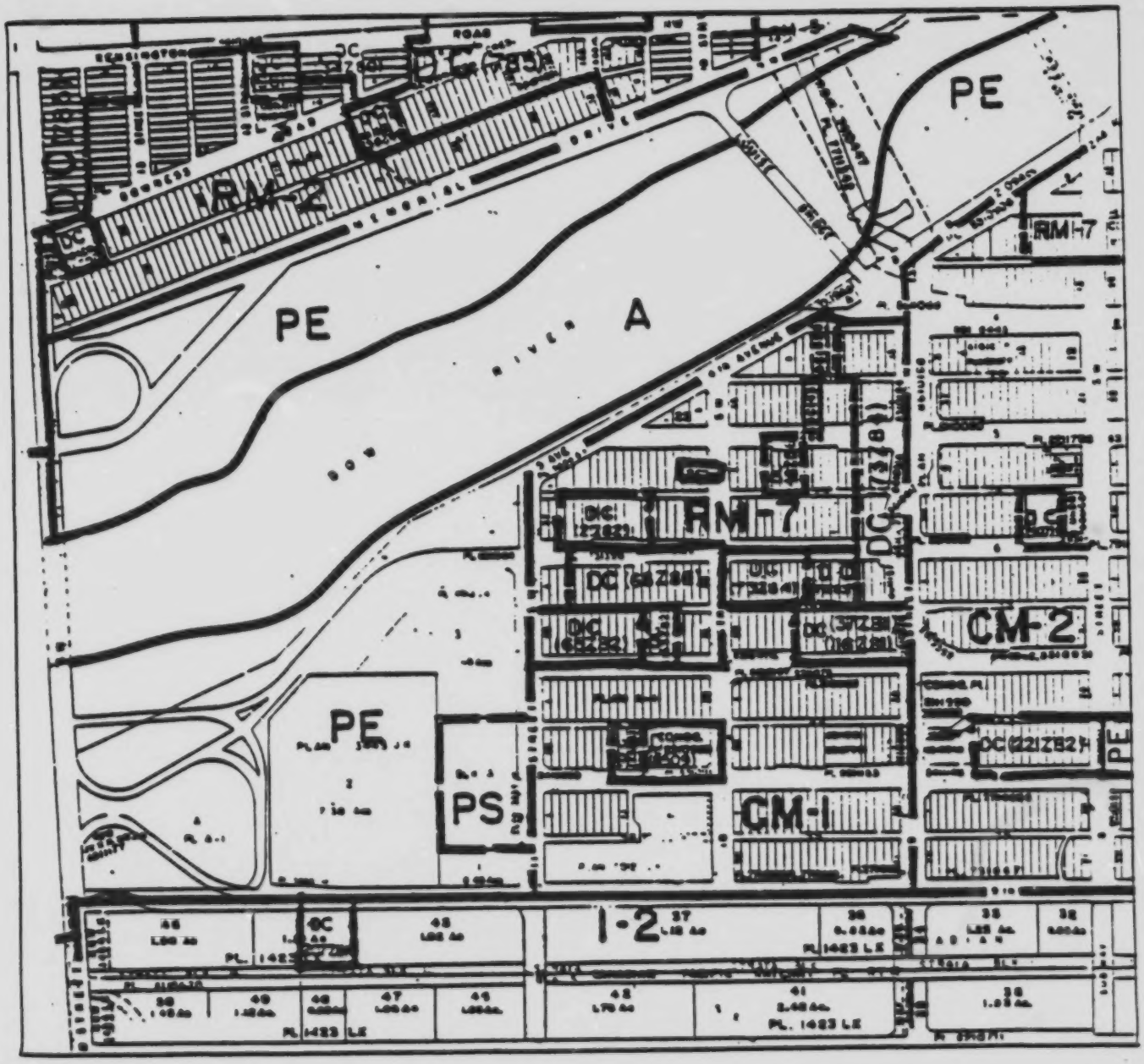
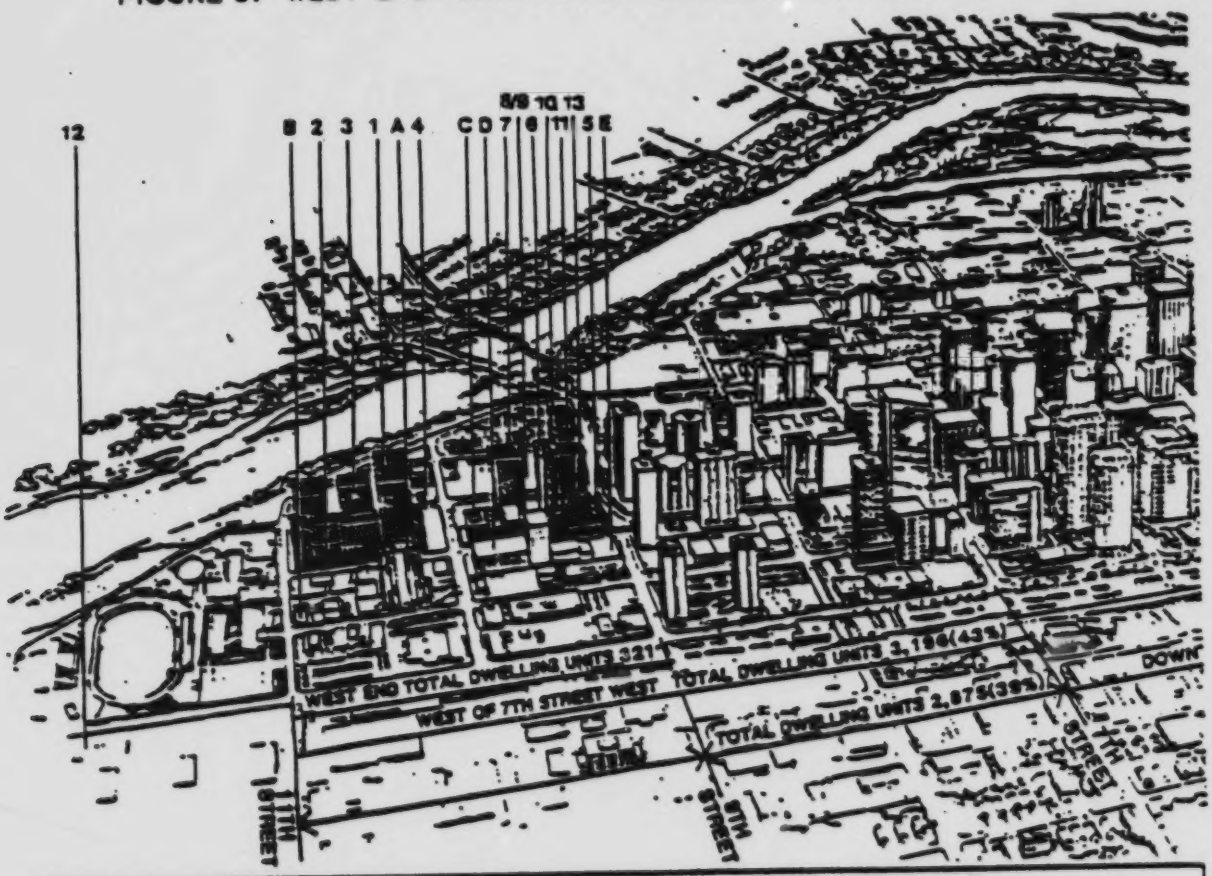


FIGURE 5. WEST END: EXISTING DC (DIRECT CONTROL) DISTRICTS



PROJECTS BUILT

	LAND USE DISTRICT	F.A.R.	NO. OF STOREYS
A. Westmount Place (Residential)	DC/CM-1	9.0	26
B. Mowata Place (Commercial)	CM-1	3.3	4
C. Commerce Centre (Commercial)	CM-1	2.98	6
D. Pembina Place (Commercial)	CM-1	3.8	6
E. Zapotec Building (Commercial)	CM-1	3.06	5

PROJECTS NOT BUILT

	LAND USE DISTRICT	F.A.R.	NO. OF STOREYS
1. Mixed Use (Comm./Retail)	DC/CM-2	8.58	24
2. Residential (Senior Citizens)	DC/RM-7	8.82	22
3. Mixed Use (Res./Comm.)	DC/CM-1	7.8	24
4. Service Comm. (House Conversion)	DC/RM-7	N/A	
5. Office Comm. (Plaza 1000)	DC/CM-2	9.45	26
6. Commercial (Office/Retail)	DC/CM-2	12.3	22
7. Residential	DC/R-5		12
8. Office Comm. (House Conversion)	DC	N/A	
9. Office Comm. (House Conversion)	DC/R-1	N/A	
10. Office Comm. (Jamieson Centre)	DC/CM-2	7.3	11
11. Office Comm. (Meloer Site)	DC/CM-2	8.24	
12. Commercial (Office/Retail)	DC/CM-1	4.48	9
13. Mixed Use	DC/CM-1		
14. City Initiated Designations	DC/CM-2	8.0	

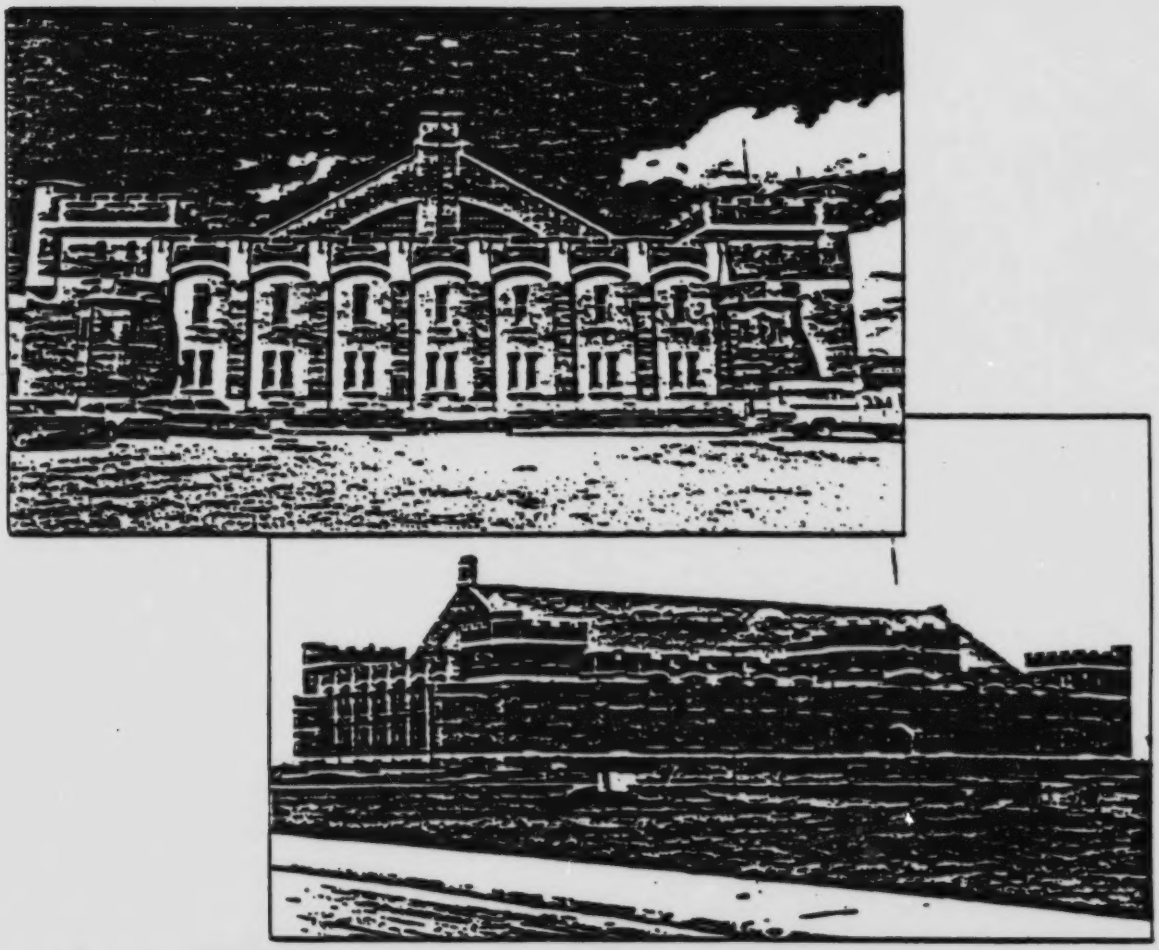
MEWATA ARMOURIES

Mewata Armouries is a Provincially Designated Historic Resource. The Armouries, located on parkland donated for the purpose by the Citizens of Calgary in 1913, was built during the First World War to replace the several scattered, improvised armouries in use around the City.

During the two Wars, it served as the area's main recruiting centre. During the Second World War, the building was surrounded by temporary huts - the last of which survived until the early 1970's.

The building is an excellent example of armoury design, with medieval castellated features, such as the buttresses with turrets above the crenellated roof line, and the bastion-like pavilions at the corners.

(Mewata is an Indian word meaning "To be happy".)



PROPOSED AMENDMENTS TO THE CORE AREA POLICY BRIEF (1982):

Adoption of the policies recommended in the "Core Area: West End Policy Review" will necessitate the following changes to the Core Area Policy Brief to reflect the revised policy statements for the West End area:

- insertion of new land use policies for the area between 9th and 11th Streets West, north of 9th Avenue South;
- deletion of the West End from the Commercial Core Zones 1 and 2 areas;
- inclusion of the Riverbank and Mewata lands in the Riverbank policy section;
- inclusion of the area between 11th and 14th Streets West, and between 9th and 10th Avenues South as a part of the C.P.R. Special Study.

The related wording and map amendments will be outlined, in detail, in the Calgary Planning Commission Report. These amendments will include the following topic areas for the West End area, and will also reflect the new name "East Village" for the East End area, as adopted by Council on 1986 April 21.

1. NEW LAND USE POLICIES FOR THE WEST END AREA

The recommended Land Use Option 4(A) strengthens the Downtown housing policies and requires addition of the West End as a fourth "special character" area predominantly for residential development. This option would be more suitably presented in a separate new chapter in the Core Area Policy Brief, in order to present the recommended residential and commercial land uses and their respective intensities for the West End.

The new chapter should be inserted starting on page 20, between the existing Chapters 3 and 4, and the subsequent chapters and pages should be renumbered. Under the title "CHAPTER 4: WEST END", this new section should contain:

- the attached new map titled, "West End", showing the boundaries of this new "character area" as: 9th Street West to the east, 14th Street West to the west, Bow River to the north and 9th Avenue South to the south; and

- the following proposed text as the new chapter:

"A. OVERVIEW

Similar to the Eau Claire and East Village areas, the West End provides ideal opportunities for Downtown living. The area is separated from the central business commercial core by an established residential cluster to the east of 9th Street West and has many natural and man-made amenities either within it or nearby, that enhance its potential for attracting residential uses. The area provides pleasant views toward the Bow

River to the north, to the mountains in the distance and to the nearby Mewata park land to the west. It is located as a major Downtown gateway, with the arrival and departure points to the Core Area via the 6th and 9th Avenue South couplets and the Louise Bridge.

The West End is a very viable and attractive area for predominantly residential development with low to medium density commercial and mixed land uses, with a limited transition area of higher commercial intensity. This policy direction is consistent with the City's long-term growth strategy and Council's policies of encouraging downtown housing, increased population and residential densities in close proximity to major employment centres and main transit corridors.

B. LAND USE AND INTENSITY

The West End "residential precinct" can achieve a special character by incorporating a variety of types and intensity of land use components. The adopted policy will allow:

- commercial and institutional development up to a maximum density of 7.0 F.A.R. and residential development without a density limit in the transitional area adjacent to 9th Street West; and

- unlimited residential development and commercial and institutional development of up to 3.0 F.A.R. in the remaining area between 9th and 11th Streets West.

To some degree, the West End's future direction has already been established through earlier projects in the area as demonstrated by the "Westmount Place" and various other existing and proposed residential developments as well as the newer medium density commercial developments in the area, e.g. "Commerce Centre", "Pembina Place", "Mewata Place" and the "Zapotec" Building.

The adopted land use policy will support the City's long-term growth strategy, define a degree of certainty for the western part of the Downtown as an additional "special character" area, and promote development of the area in a supportive manner to the existing and future offices, retail and other types of service commercial establishments, entertainment, cultural and recreational facilities in the Downtown Core.

The DC (Direct Control) District sites, which are governed by site-specific development guidelines pertaining to projects, will not be changed by the City as a result of these policy revisions. Land Use Amendment Applications to change these DC sites will be evaluated on an individual basis, in light of the adopted policies for the West End.

C. BUILDING FORM

City Council has directed that land use districts be formulated for the two parts of the area which:

- incorporate the adopted use and density policies;
- address the various environmental factors related to the area; and
- incorporate performance guidelines suitable to this location such as:

  - amenity area provisions particularly related to residential developments;

  - treatment of grade and above-grade open spaces and public areas; and

  - sensitive treatment of the area around the Riverbank, the Centennial Planetarium and the Provincially designated heritage site of the Mewata Armouries.

The Downtown Handbook of Public Improvements should be reviewed and updated in accordance with the policies adopted for the West End area."

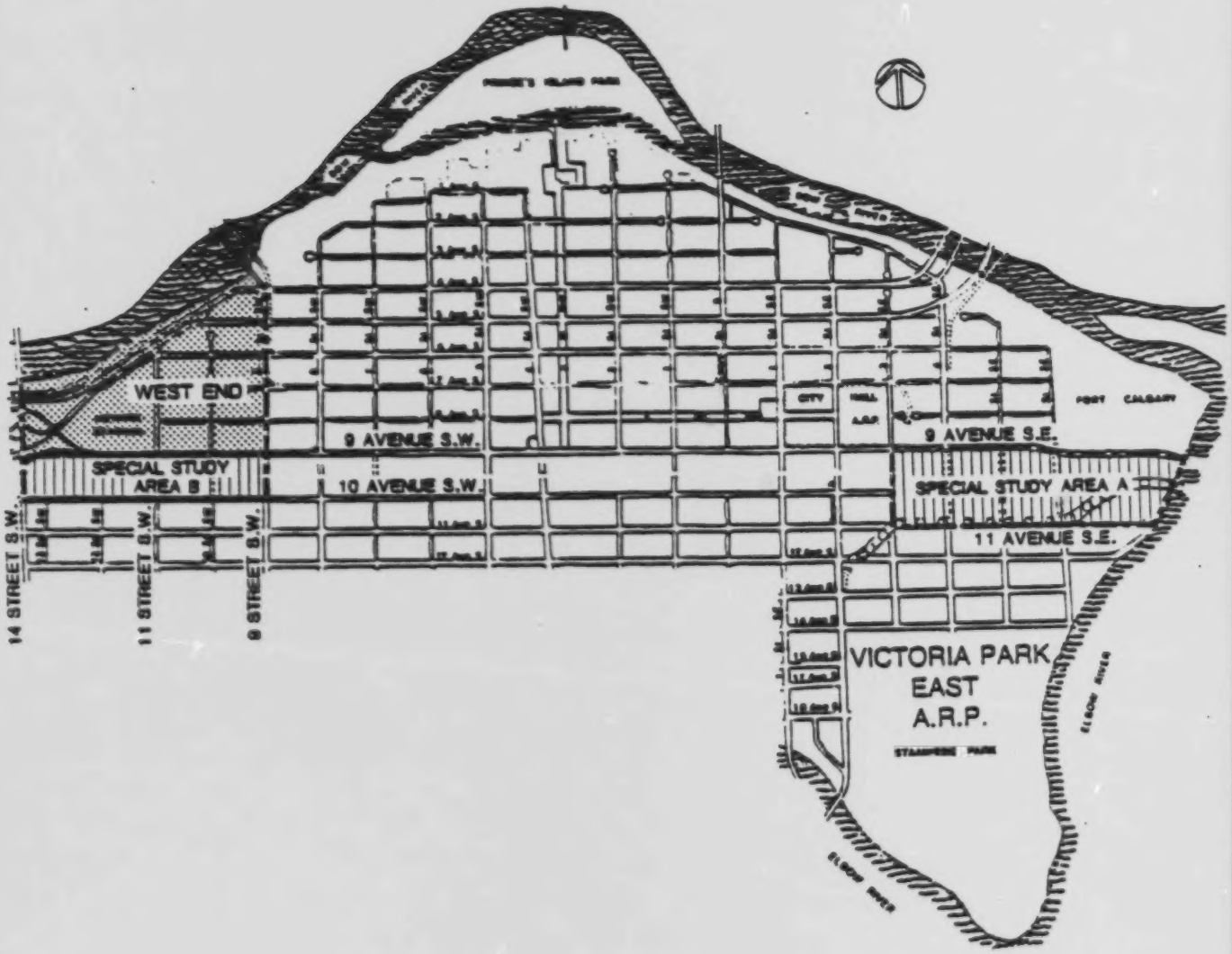
2. POLICY REVISION FOR THE AREA BETWEEN 9TH AND 10TH AVENUES SOUTH

The proposed policy revision suggests that the area between 11th and 14th Streets West, and between 9th and 10th Avenues South, should be reviewed as a part of the C.P.R. Special Study. This revised policy statement requires that the subject area should remain "Under Policy Review", in the Core Area Policy Brief, until such time when the C.P.R. Special Study is undertaken. The C.P.C. Report will outline the related wording and map amendments in detail.

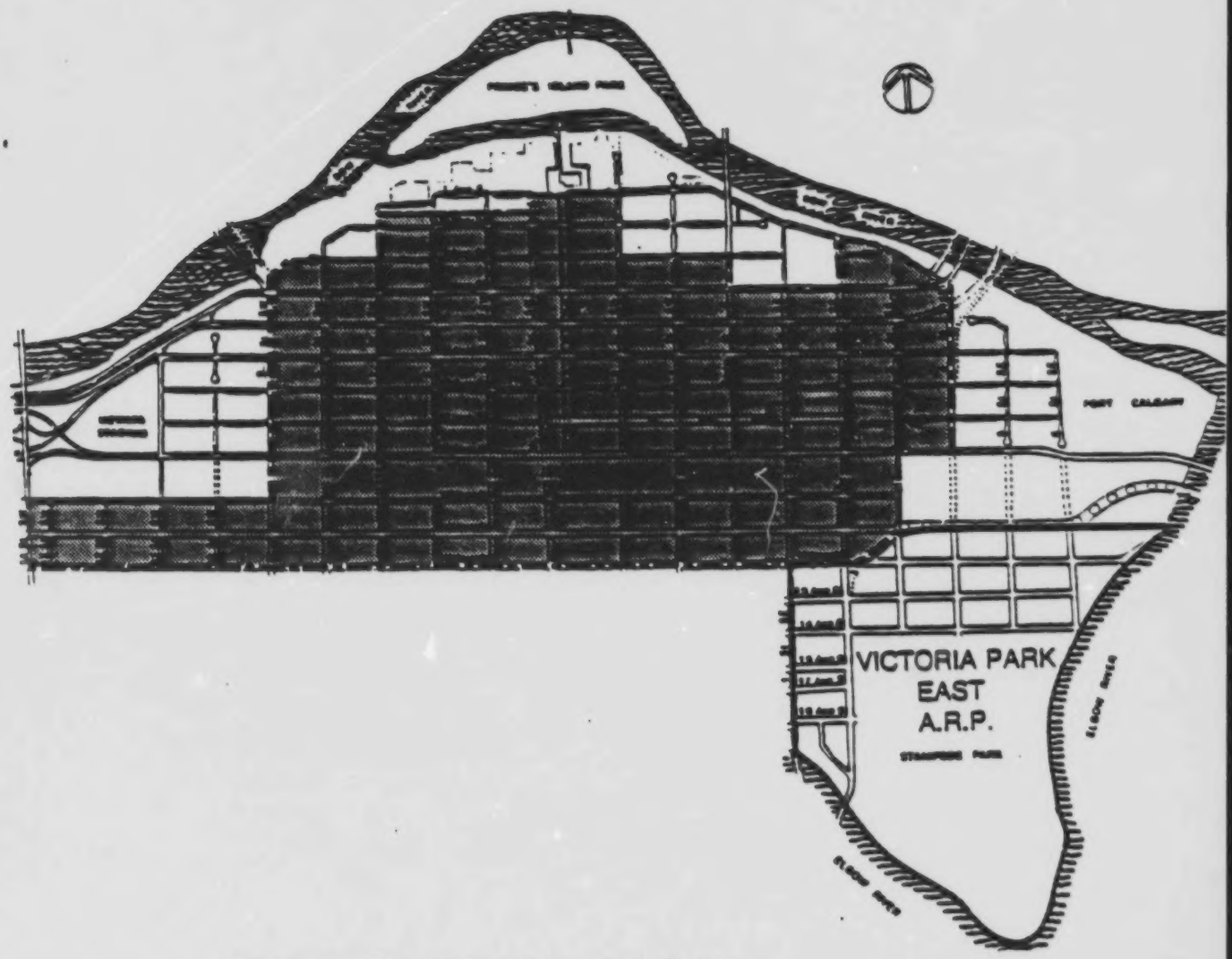
3. COMMERCIAL CORE ZONES 1 AND 2

The proposed policy revisions require that the Commercial Core Zones 1 and 2 should be deleted from the West End area and the C.P.R. Special Study area. The related wording and map amendments will be outlined in the C.P.C. Report in detail.

PROPOSED AMENDMENTS TO THE CORE AREA POLICY BRIEF (1982):



PROPOSED AMENDMENTS TO THE CORE AREA POLICY BRIEF (1982):



Commercial Core Zones 1 & 2